

National Civic Review

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W. Brooke Graves
- **Let's Plan the Damage**
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Urban Growth**



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News of the League

Group to Ponder State Model

A small "think" conference of authorities on state constitutional problems will be held May 6 and 7 at Rollins College, Roanoke, Virginia, as an initial step in the revision of the *Model State Constitution*.

The conference will consider not only the general outlines of what should go into the *Model* but also the "prior and more fundamental question of the purpose the *Model* should serve," according to a report to the Ford Foundation by John P. Wheeler, Jr., director of the League's State Constitutional Studies Project.

Many additional authorities will be consulted later individually and at meetings during the revision process.

Dr. Wheeler reported that a series of background studies by a team of specialists had been substantially completed, in accordance with the original schedule of the project, and that work was in progress on specific publications.

In addition to the four publications to which the project is committed — *The Future Role of the States*, *Salient Issues of Constitutional Revision*, *Manual for Delegates to Constitutional Conventions* and a new *Model State Constitution* — "as far as funds will permit" the League now plans, he said, to produce a guide for citizen groups on techniques to use and the problems they may encounter in studying their state constitutions, and several analyses of certain "salient" constitutional problems.

"The project has greatly enriched the League's capacity to assist citizens in becoming aware and reaching a fuller

understanding of their state government and its problems," Dr. Wheeler reported.

He cited the heavy attendance at the workshops on constitutional problems at the Springfield conference and the increasing volume of correspondence with civic leaders on the subject. He observed that the project has helped the League develop one of the most complete sets of constitutional materials in existence.

Hawaiian Leader Elected by League

J. B. Atherton, Honolulu civic leader and president of the Hawaiian Telephone Company, has been elected a regional vice president by the League's Executive Committee.

Mr. Atherton was chairman of the Honolulu Charter Commission which drafted a city-county charter adopted last year at a referendum and attended the National Conference on Government at Springfield, Massachusetts, to present the Honolulu case before the All-America Cities jury.

Co-chairman of the Chamber of Commerce Committee on Practical Politics, Mr. Atherton also is a trustee of the Asia Foundation and the Pacific and Asia Affairs Council as well as director in various corporations.



J. B. Atherton

Leaders Make Conference Plans

Plans for local arrangements for the 66th annual National Conference on Government to be held in Phoenix November 13 to 16 were begun in a series of meetings during April.

Jack Williams, former mayor of the city who has led Phoenix delegations in tendering an invitation at the last several conferences, has been chosen chairman of a temporary steering committee. The committee includes presi-

dents of four colleges and universities as well as civic, business, labor and public official leadership.

Milton Gan, executive director of the Community Council, has been named secretary of the committee.

Key members met April 6 and the augmented membership met April 18 with John E. Bebout, League assistant director, who briefed the group on the developing program. The latter meeting was held at the Hotel Westward Ho, which will be Conference headquarters.

Other members of the committee include:

Mayor Sam Mardian, City Manager Ray Wilson; County Manager Tom Sullivan; Willard C. Worcester, general manager, Phoenix Newspapers, Inc.; R. W. Barry, managing editor, *The Phoenix Gazette*; Orien Fifer, Jr., managing editor, *The Arizona Republic*;

Also, E. P. Theiss, regional director, AFL-CIO; John McGowan, administrative assistant to the governor; Judge Charles Bernstein, State Supreme Court; B. W. Burns, Maricopa County Board



Jack Williams

of Supervisors; Clarence L. Carpenter, chairman, Arizona Legislative Council;

Also, John J. DeBolske, executive director, League of Arizona Cities and Towns; Milt Graham, president, Community Council; Lewis Haas, manager, Phoenix Chamber of Commerce; Jay Keeton, president, Phoenix Junior Chamber of Commerce; Jules Klagge, director, Arizona Legislative Council;

Also, Mrs. J. A. Brodersen, president, League of Women Voters of Phoenix; Mrs. Richard Hance, president, Junior League of Phoenix; Mrs. Earl McCoy, president, American Association of University Women, Phoenix Branch; Mrs. Ruth O'Neil, chairman, Maricopa County Board of Supervisors;

Also, R. J. McMullin, general manager, Salt River Project; Charles Pine, Valley National Bank; Fred C. Lessing, general manager, Hotel Westward Ho; Walter Lucking, president, Arizona Public Service Company; Sherman Hazeltine, chairman of the board, First National Bank;

Also, John Mills, president, Hotel Westward Ho; Ken Bentson, Read Mullan, Oscar Palmer, Joseph P. Ralston, Allan Rosenberg and A. B. Schellenberg.

Gilbert Elected

Carl J. Gilbert, chairman of Gillette Company and League regional vice president, has been elected a director of the Morgan Guaranty Trust Company of New York.

Reid Speaks in Wichita

Thomas R. Reid recently addressed the Wichita Chamber of Commerce. Mr. Reid, Ford Motor Company civic and governmental affairs manager, is a League regional vice president.

NATIONAL CIVIC REVIEW

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Editorial Comment

Galveston Repents at Last

ON April 19 Galveston, where the commission form of government originated 60 years ago, voted it out in favor of the council-manager plan.

The vote was lighter and closer than the good of the city and the nation should have demanded—5,505 to 4,803—but the well intentioned majority can look to a brighter future with the knowledge that it is possible to fight city hall and the “club” (saloon) operators.

On the heels of the disastrous tidal wave of 1900, the governor of Texas appointed a commission of five leading citizens to bring order out of chaos in Galveston. There is no particular reason to believe that the governor intended to invent a new type of government, but the idea caught on, especially after a judge ruled later that the five commissioners should be elected.

Because of its apparent simplicity and the relative shortness of the ballot, the commission form spread rapidly in the early years of the century until it reached its zenith of about 600 communities. Then, as its fatal weaknesses became apparent, use of it declined steadily.

Authorities on government uniformly condemn it as unworkable, headless, a spending machine without brakes, a futile attempt to combine administration and policy-making, a log-rolling spoils setup, an invitation to bossism.

As one expert put it, “The Galveston tidal wave did more damage to other cities than it did to Galveston.”

At the risk of kicking a fellow when he is almost down and out, it may be appropriate to remind the cities which still have commissions in the saddle that “you can’t run anything with a committee.” Jersey City, with a commission, actually was ruled dictatorially for many years by Boss Hague, as Memphis was by Boss Crump. Both simply nullified an unworkable arrangement.

New Jersey has had more experience with the commission form than any other state, so it is significant that in 1949 the New Jersey Commission on Municipal Government, which drafted an outstanding group of optional local government laws, pronounced this judgment:

“It has inherent weaknesses which are responsible for many of the municipal difficulties in commission governed cities that we face today.

“Historically, the commission form has proved to be a transition device. It was an immediate, more or less accidental, answer to the overcomplicated check-and-balance system of the nineteenth century with bicameral municipal legislatures, weak mayors and numerous separately elected officials and boards. Subsequent experience has demonstrated that it was, however, by no means a completely satisfactory or final answer.”

Since this report, New Jersey’s largest city, Newark, abandoned the commission form in favor of the strong mayor plan; and Jersey City has a charter commission at work.

When a legislative committee was

considering a bill last year which would repeal the law permitting Wisconsin cities to adopt the commission form, no one testified in defense of the system. A civic leader from Fond du Lac, the last of eighteen cities to abandon it, testified his city was happier now with the council-manager plan. It is not likely, he added, that any Wisconsin city

would want a commission in the future.

Galveston, with an odorous reputation for bad government and something less than generally moral conditions now seems, at last, to be on the verge of repentance. When the next test at the polls comes, it should be more difficult to assess the "club" operators for money to fight progress.

The Enemy Within

OPPONENTS of the proportional representation method of voting in Worcester, Massachusetts, were unable to collect the number of signatures necessary to put the question of its repeal on the ballot.

So the state legislature came to the rescue by passing a law requiring the citizens of that city to vote on the question whether they wish to or not.¹

The unfairness of doing this, especially in a national election year when the presidential campaign will make it difficult to concentrate adequate attention on a local issue, did not bother the lawmakers any more than did a formal protest by the Worcester city council and by various groups of voters.

The deliberate unfairness is further emphasized by the fact that the action actually broke a compact implicit in the adoption of one of the standard alternative forms of government provided by the state. This compact, as the *Worcester Gazette*

pointed out editorially, established an orderly procedure for amending the charter by petition and referendum. This protection from legislative interference with home rule has now presumably been destroyed in one of the ways which have become so familiar in various states.

The need for communities to be competent and self-reliant in the handling of their own problems has never been greater than it is today. The "trend toward big government in Washington" will never be curbed until state and local governments learn to act in a responsible fashion.

It would be more constructive in the long run for Worcester and other cities to make dozens of mistakes on their own than to have them fall victim of "higher" governmental agencies which are not directly answerable to the citizens. Anything which discourages citizen participation, as this might, is likely to be more destructive of our ideals than the enemy beyond our gates.

¹ See page 263, this issue.

Maze of Governments I

Nation has groped since colonial times for a satisfactory intergovernmental relations policy.

By W. BROOKE GRAVES*

INTERGOVERNMENTAL relations, not always recognized as such, have been with us from the beginning of our history. They were present in colonial times in the relations of the colonies with the central government in London. Experience under the Articles of Confederation fostered discussion and the development of intergovernmental relations without use of that term. Such considerations were in evidence during the constitutional convention in Philadelphia and they have not failed to recur since establishment of the government under the constitution.

While the people have been more conscious of these questions at some times than at others, little or no attention was ever paid to them unless or until something went wrong—as sometimes it did. Then for a time there would be argument and heated discussion. When these subsided the nation returned to the normal procedure of development without guidance or direction. Aside from the epoch of a civil war in which ques-

tions of federal-state relations loomed large among the issues involved, the nation has been fortunate in getting along better than it had any right to expect under this policy of blundering through.

In the modern world, when so much depends upon the strength and leadership of the United States, such reliance upon chance and good luck is no longer—if indeed it ever was—a defensible policy. However much intergovernmental relations may have been neglected in the past, they are today very much in the news. On March 11, 1960, an ordinary news day, the *New York Times* carried at least a dozen items—news stories, editorials, letters to the editor—all concerning questions or problems in the field of intergovernmental relations. All three levels of government were involved in all possible combinations and some half dozen different areas were the subjects of the articles. While civil rights and fiscal relations were prominent topics, also included were housing and urban renewal, regulation of commerce and judicial relations.

The pattern of American federalism has changed significantly since the days of the founding fathers. When the present form of government was established the pattern was simple. It was possible to think in terms of assigning responsibility for specific governmental functions exclusively to one or another of the

* Dr. Graves, adjunct professor of political science at The American University, was formerly head of the Department of Political Science at Temple University. Since 1946 he has been with the Legislative Reference Service, Library of Congress, and recently served as Carnegie visiting professor at the University of Alaska and as consultant to several state and local government agencies in Alaska. He is author of *American State Government* and many other books and publications in his field.

several units or levels of government. Conditions have so changed that this is no longer possible, for two or frequently all three levels are involved in the administration of virtually every important governmental function. John M. Gaus expressed this idea with great clarity and insight more than a decade ago in these words:¹

No problem of any consequence which affects our local communities or national strength can be solved or seriously attacked in this country unless the resources of every level of government operating in a given area are mobilized to supplement (not supplant) each other.

Thus changed conditions have resulted in the substitution of a cooperative federalism for the original pattern in which there was a specific assignment of functions at each government level. This has been accomplished by modifications made within the framework of the governmental plan, achieved without constitutional amendment. This fact is important because it serves to emphasize the informal and almost casual manner in which changes of far-reaching importance were often made.

Federal-state relations, once the more or less exclusive province of the constitutional lawyer found in every town, has become more and more the concern of the tax and fiscal expert, the welfare administrator, the public works engineer and other specialists. Changes yet to come may be expected further to modify the existing pattern of federalism. As it is expressed in the preamble of the act

¹ *Reflections on Public Administration*, University of Alabama Press, University, 1947, page 80.

creating the new Advisory Commission on Intergovernmental Relations:

The complexity of modern life intensifies the need in a federal form of government for the fullest cooperation and coordination of activities between the levels of government; population growth and scientific developments portend for future years an increasingly complex society in which it is essential that appropriate agencies be established to give continuing attention to intergovernmental problems.

* * *

The growing number and importance of relations among the units of government has given rise within the period of a generation to a whole new terminology. Although evidence of such relationships can—as has been noted—be traced back to colonial times and through the days of the founding of the Republic, the term “intergovernmental relations” as applied to them is of recent origin. It may very likely have been used for the first time by the present writer in the title to an *Annals* volume.²

Up to this time professional literature had been filled with stories of conflict between the federal government and the states in taxation and administration of various functional programs involving officials at both levels. As an antidote for this there began to appear a number of studies of successful cooperative efforts and pleas for the extension of the concept of cooperation. Significant among these was a symposium on cooperative federalism published in the *Iowa*

² “Intergovernmental Relations in the United States.” *Annals of the American Academy of Political and Social Science*, Philadelphia, January 1940.

*Law Review*³ which may be the first instance in which the phrase was employed in print in this context. The origin of the phrase, now widely used, is not, however, entirely certain.⁴

The period of the next fifteen years, from 1938 to 1953, was one of groping toward some acceptable solution of the growing problems in the field. There is much evidence of this, both in the publications of the period and in the things men did in their capacities as government officials.

Some of these efforts were obvious attempts to eliminate causes of tension. Such, for example, was the motivation behind the warfare waged by both the federal government and the states against interstate trade barriers. This is also the goal reflected in the impressive list of efforts to cope with problems of conflicting and overlapping taxation beginning with the Treasury Department's establishment of its Committee on Intergovernmental Fiscal Relations.

Other undertakings, like the Pacific Coast Board of Intergovernmental Relations and the Legislative Drafting Committee (first located in the U. S. Department of Justice, but currently under the Council of State Governments), represented attempts to solve war and postwar problems. On the other hand the proposal for a national study commission on problems in the field of intergovernmental relations looked toward the possibility of developing a long range program that might serve to bring some

degree of order and stability into a situation in which these characteristics were conspicuously absent.

The National Conference on Interstate Trade Barriers, organized by and held under the auspices of the Council of State Governments in April 1939, came as the climax of a carefully planned attack upon discriminatory legislation, policies and practices which had been having the dangerous effect of Balkanizing the states and of greatly impeding the free flow of interstate commerce. Those who attended the conference went home to fight proposals to establish new restrictions and to sponsor the repeal of existing restrictions with the result that, in the words of Hubert R. Gallagher, "The drive to erect additional trade barriers in the 44 legislatures meeting in 1939 was stopped in its tracks."

At this time, extensive studies of trade barriers were undertaken by the U. S. Department of Agriculture and the Marketing Laws Survey in the Works Progress Administration. Both resulted in the publication of a number of important studies and contributed greatly to the success of the national attack on the interstate trade barrier problem.

* * *

Efforts to find a solution for serious problems of conflicting and overlapping taxation go back at least a quarter of a century. From the very beginning, the Council of State Governments did much work in this field, promoting both interstate and federal-state cooperation. In 1933 it established a Committee on Conflicting Taxation and published an extensive report on the subject. A few

³ "Cooperative Federalism, a Symposium," May 1938.

⁴ See the author's *Intergovernmental Relations in the United States: An Annotated Chronology*. Council of State Governments, Chicago, December 1958.

years later another attempt was made to find a solution to interjurisdictional tax conflicts when the U. S. Treasury Department established its Committee on Intergovernmental Fiscal Relations, often referred to as the Newcomer-Gulick-Groves Committee. This group, created in 1941, was instructed to make a thorough study of the whole field of intergovernmental fiscal relations. Its report was an excellent one, covering events down to October 1942 and containing an enormous amount of valuable and previously unavailable information.

When once again no constructive action followed publication of an impressive report, the Council of State Governments brought about a Joint Conference on Federal-State Tax Relations which functioned in 1947 and 1948. The conference was composed of members of the Congress and representatives from the states; it undertook to study and make recommendations regarding the federal-state aspects of tax and fiscal policy.

Meeting in Chicago in 1948, the conference adopted a statement of general principles and immediate objectives on which members were agreed. This was the first time that top-level federal and state officials had sat down together in an attempt to find solutions of common problems. Their five-point program for immediate action proposed that:

1. The federal government should reduce federal excise taxes as soon as practicable.
2. The federal government should amend inheritance and estate tax laws to provide a more equitable division of this revenue as between the federal government and the states.

3. The federal government should relinquish to the states the federal tax on employers levied to cover the administrative expenses of state employment security programs and the states would assume the responsibility for the administration of these programs.

4. The Congress should take the earliest possible action to correct inequities existing between the community property and non-community property states.

5. The states should avoid encroachment upon tax fields which are peculiarly adaptable to federal uses.

* * *

In the early forties the U. S. Bureau of the Budget had established a small number of field offices to serve as contact points not only with federal offices and installations but also with state and local agencies having direct relations with and/or responsibilities in the administration of federal programs. One of these developed into something of outstanding significance. Under the capable leadership of J. W. Rupley, chief field representative in the San Francisco office, and the late Professor Samuel C. May of the University of California, the Pacific Coast Board of Intergovernmental Relations, known as PACBIR, was organized and developed into a striking example of the successful coordination of all three levels of government. Initiated on an experimental basis in the closing days of World War II for the accomplishment of certain purposes relating to the war effort, the board proved to be quite as useful for other purposes during the postwar period.

Membership was limited by agreement to representatives of local, state and federal governments within the area, care being taken that no one level should be over-represented. Meetings were held semi-annually at selected points, usually the capitals, of the participating states with the governor of the host state presiding. Many common problems were discussed at these meetings; often uniform policies requiring the cooperation and coordination of the representatives of all three levels of government were agreed upon. The organization continued to function until the field offices of the Bureau of the Budget were discontinued in 1953.⁵

Like most significant developments cooperation in the drafting of legislation has been a number of years in the making. In 1940 a new cooperative arrangement involving the National Conference of Commissioners on Uniform State Laws, the Council of State Governments and the U.S. Department of Justice had been put in operation. Francis Biddle, Robert Jackson, Earl Warren and James Wilkes were all of great help in furthering its work. Undertaken as a means of meeting emergency situations in wartime, these arrangements were continued in peacetime. Now, in the form of the Committee on Suggested State Legislation of the Council of State Governments, it has proved of enormous

usefulness in extending the principle of cooperation and the benefits of uniformity into many new fields.

The machinery is as simple as it is effective. The council receives from state officials proposals for state legislative consideration, often relating to new problems. These proposals are transmitted to the Federal-State-Local Unit, Executive Office of the President, for reference to appropriate federal departments and agencies. Similarly, the Executive Office receives proposals which federal agencies wish to call to the attention of the states. In either case, the office consults with the federal agencies concerned, assists in the coordination of views and the resolution of conflicts and acts in a liaison capacity with the council whose Committee on Suggested State Legislation undertakes the drafting of appropriate legislation to be submitted to and considered by the legislatures of the several states. In recent years this cooperative activity has been expanded into a number of new fields.

* * *

In all probability, the first official congressional recognition of the importance of the field of intergovernmental relations came when in 1946 it was provided in the legislative reorganization act that both the Senate and House Committees on Government Operations (then called Executive Expenditures) should study "intergovernmental relationships between the United States and the states and municipalities." Acting pursuant to this provision, the Senate committee established its subcommittee in 1947. A couple of years later, acting under the same man-

⁵ See also "Coast States Try Cooperation," by Miriam Roher, *NATIONAL MUNICIPAL REVIEW*, November 1945; also "The Pacific Coast Board of Intergovernmental Relations," by Stanley K. Crook, *Public Administration Review*, Spring 1951.

date, the House followed suit. The House subcommittee has continued to function constructively but the Senate subcommittee was permitted to lapse when its funds ran out in 1950, the full committee taking over responsibility for its work.

The First Commission on the Organization of the Executive Branch of the Government, commonly known from the name of its chairman as the Hoover Commission, set up both a Committee and a Task Force on Federal-State Relations. A brief report was published by the commission. The Task Force Report, prepared by the staff of the Council of State Governments, was published later as a Senate document. This was a significant report not only because of its analysis of the problems in the field of intergovernmental relations but also for its forthright comments on some of the weaknesses of state government and the means for their correction.⁶

In the period following World War II, the Council of State Governments took new and aggressive steps to center attention on problems in the field of federal-state relations. The work that the council had done for the first Hoover Commission, referred to above, was only one aspect of the campaign. One program that attracted much attention was arranged for a session of the Assembly of the States, held in Detroit late in 1948. The program, devoted to

the question *Are We Maintaining Our Federal System?*, included four addresses. These, later published as a supplement to the magazine *State Government*, had wide distribution in pamphlet form. Not long after, the council published in *State Government* an article by the present author which asked further questions about our federal system.⁷

* * *

The proposal to establish a national study commission in the field of intergovernmental relations was first made by the writer in 1940⁸ but at that time no one in a position of authority appeared to be really interested. The first bills introduced in the Congress calling for such a commission appeared in 1947. The late Senator Herbert R. O'Conor of Maryland introduced a bill to authorize a study aimed at clarifying and improving fiscal relationships between the federal government and the states. Senator John W. Bricker of Ohio also introduced a bill at this time. A veritable flood of such bills and resolutions appeared in 1949 in the first session of the 81st Congress. Most of them were limited to federal-state relationships and to the fiscal aspects of such relationships. One was restricted to relationships in education.

Most significant was H.R. 2389,

⁶ See *Federal-State Relations*, A Report to the Congress. Commission on Organization of the Executive Branch of the Government, Washington, D.C., 1949; also *Federal-State Relations*, Council of State Governments, Senate Document No. 81, 81st Congress, 1st Session, Washington, D.C., 1949.

⁷ Symposium: "Are We Maintaining Our Federal System?" *State Government*, January 1949, Supplement. The four answers by John W. Bricker, Roscoe Drummond, John M. Gaus and William P. Lane, Jr. See also "What Is Happening to Our Federal System?", by W. Brooke Graves, *State Government*, November 1949.

⁸ "Readjusting Governmental Areas and Functions." *Annals, op. cit.*

introduced February 7, 1949, by Representative J. Caleb Boggs of Delaware (now governor) and S. 810, introduced on the same date by Senator Robert C. Hendrickson of New Jersey, and co-sponsored by seven other senators. Since House rules do not permit multiple sponsorship, at least four identical bills were introduced in the House. This bill, drafted by the author and Theodore G. Driscoll and Newton Edwards of the staff of the Council of State Governments, provided for representation of all three levels of government and for a comprehensive study of all aspects of intergovernmental relations in this country. Joint hearings were held on this group of bills.⁹

The importance of intergovernmental relations was recognized by the candidates of both major political parties in the 1952 presidential campaign. In November of that year Charles Edison, chairman of the Council of the National Municipal League and former Secretary of the Navy and former governor of New Jersey, speaking before the League's annual National Conference on Government, proposed that the president-elect institute a major national inquiry into ways and means of strengthening the states

and municipalities so that they could carry a greater share of the business of American government, and that he appoint a commission on the federal system.¹⁰

* * *

In the fall of 1953 President Eisenhower made his "We Must Work Together" speech at the Governors' Conference in Seattle.¹¹ What he said was couched in general terms, containing no specific recommendations. It may well be, therefore, that the spirit of what the President said and the fact that he traveled way across the country to say it, was more important than the actual words spoken.

And five years after the original Boggs-Hendrickson bill had been introduced, Senate Majority Leader Robert A. Taft, acting under strong pressure from the White House, introduced S. 1514 providing for a Commission on Intergovernmental Relations. When signed by the President on June 27, 1953, this measure became Public Law 109.

The measure called for a membership of 25, fifteen appointed by the President, five by the president of the Senate, five by the speaker of the House of Representatives. Appointments were not completed until late in August, so that it was impossible for the commission to get organized before fall. Then it got under way with a slow start which still further delayed its work. The first chairman was Clarence E. Manion of In-

⁹ See *Joint Hearing on a National Commission on Intergovernmental Relations*, Senate and House Committees on Expenditures in the Executive Departments, May 1949. 81st Congress, First Session, Washington, 1949. For citations of later Congressional hearings and reports on similar bills, see the author's *Intergovernmental Relations in the United States: A Selected Bibliography*, page 7. Committee Print, House Subcommittee on Intergovernmental Relations, 85th Congress, Second Session, Washington, 1956.

¹⁰ See "The Obligation to Be Strong," NATIONAL MUNICIPAL REVIEW, December 1953.

¹¹ *Proceedings*, pages 92-98. Council of State Governments, Chicago, 1953; also in *Vital Speeches*, September 1, 1953.

diana who was succeeded after a few months by Meyer Kestnbaum of Illinois, under whose leadership the work moved forward to a significant conclusion.

Originally given one year in which to complete its task, extensions were authorized to June 30, 1955, at which time the commission filed its *Report to the President* with supporting documents and passed out of existence. This study was, as the commission itself pointed out, "the first official undertaking of its kind since the Constitutional Convention in 1787."

While the creation of the commission marked the successful culmination of several years of effort, the act establishing it seemed to overemphasize fiscal relations as compared with other aspects of intergovernmental relations and to underplay the importance and role of local governments. Fortunately, these deficiencies were to some extent overcome by the commission in the planning of its research program and the organization of committees, including an Advisory Committee on Local Government drawn mainly from the

American Municipal Association, the U.S. Conference of Mayors, the National Association of County Officials and the National Municipal League.

As soon as it became certain that a national Commission on Intergovernmental Relations was to function, there sprang up around the country a sizeable number of state commissions intended to study and report on local problems and otherwise to cooperate with the national commission whenever possible. Some of the state commissions were set up by chambers of commerce, taxpayers associations and other private groups but many were official bodies such as those which functioned in Delaware, Idaho, Illinois, Indiana, Kansas, Michigan, New Jersey, New York, Pennsylvania, South Carolina, Tennessee, Utah and Wisconsin.¹²

(This is the first of three articles on intergovernmental relations by Dr. Graves. Parts II and III will appear in the REVIEW for June and July.)

¹² The published reports of these agencies are cited in the author's *Intergovernmental Relations, op. cit.*

Let's Plan the Damage

Instead of trying to keep rivers away from man, keep man away from the rivers, an expert says.

By PETER FARB*

WHEN Congress first made flood control a federal responsibility a quarter of a century ago, average yearly damages were calculated at \$212 million (adjusted to the recent value of the dollar). Today, after an expenditure of more than \$4 billion on dams and levees, flood losses are twice as great. And even if every authorized dam in the nation proposed by the Army Corps of Engineers were already constructed—approximately 1,000 of them, taking a staggering \$11 billion gulp from the federal treasury—we would still have almost exactly the same average damage as in 1936.

This is true not because the expensive dams and levees fail to work but because gains made by erecting new dams will be nullified just as almost every big flood-control dam that has gone up in the past has been nullified. This will be because people continue to build on natural flood-lands.

The futility of our flood control programs is typified by what has been happening below massive Shasta Dam in California in the last decade. Shasta was designed to reduce the amounts of high water rushing down the Sacramento River by

60 per cent and also to give benefits in irrigation and power. But soon after Shasta was constructed, willy-nilly building began on 16,000 acres of down-river banks still subject to flooding. To give the added protection now necessary, Shasta would have to decrease the rate at which water is released to such an extent that the proper functioning of the project for irrigation and power purposes would be jeopardized and the entire project made uneconomic.

So serious has the situation become that when two years ago Shasta released the authorized amounts of water it caused floods up to eight feet in depth on some of these developed lands, resulting in over \$1 million damage. If the present pace of development should continue, we would have to consider abandoning the power and irrigation benefits of the dam, thus wasting millions of dollars.

But there is a cure for our flood problems which is elementary: *instead of trying to keep the rivers away from man, keep man away from the rivers.*

"Floods are acts of God—but flood losses are acts of man," I was told by Gilbert F. White, chairman of the Department of Geography at the University of Chicago and a leading authority on flood-damage prevention. "Heavy annual flood loss is a payment which nature ex-

* Mr. Farb, formerly in the advertising and publishing business, is a free lance writer who has contributed to many publications of national circulation. He is a member of numerous conservation organizations.

acts from man in return for his occupation of her flood plain. It is a charge that can be avoided by staying out of the flood plain."

The flood plain, where all damage occurs, is actually a part of the river—a reserve area carved out by the river itself over thousands of years to hold surplus water in times of flood. Rivers in all parts of the world periodically rise over their banks and claim their right to the flood plains. Most of these floods do not cause damage for the simple reason that they do not inundate improved real estate. The obvious fact about flood control is that damage occurs only where man has trespassed on the river.

* * *

Take two extremes, Dallas and Milwaukee. Decades ago the city of Dallas spent about \$20 million to build levees along the Trinity River and the city crept up close behind these mounds. The levees soon became inadequate to protect the city's mushrooming growth so the federal government spent an additional \$7.5 million improving them as well as building nearly \$25 million worth of flood-control dams. The startling fact is that Dallas did not have to use these bottomlands which were susceptible to flooding. The taxpayer subsidized the building on flood-prone land by private developers when flood-free sites were available.

Now contrast the way Milwaukee has channelled its growth to avoid floods. About the same time as Dallas was spending money from municipal coffers on levees, a far-sighted planner, Charles Whitnall, campaigned for Milwaukee County to

acquire all the lands along the rivers and convert them into beauty spots for the benefit of the whole county: scenic drives, parks and recreation areas. His plan included much of the land subject to floods. In a few years Milwaukee County will own about 5,000 acres of green ribbons along county waterways.

The total cost of this land is about \$3.5 million but look at the benefits Milwaukee has bought. The year-in, year-out drain on the municipal economy of repairing streets and utilities after floods has been plugged. By furnishing natural channels for storm waters, the county has been saved the construction of storm sewers that would have cost many times more than the land. A generous harvest of real estate values has been added to the tax rolls along these greenbelts; one conservative estimate puts the figure at about \$60 million.

Creeks and streams have been made an asset by bringing nature into the very heart of the urban areas. Serpentine greenbelts weave their way through the towns, readily available to schools and youth groups for nature studies. Two of the streams have been impounded by conservation dams to create refuges for migratory waterfowl right in the urban area. Now when storm waters overflow onto the flood plain, they inundate only archery ranges, baseball diamonds, picnic tables, which cost but a few dollars to spruce up again.

There is a variety of tools at the disposal of every community—zoning, building codes, subdivision regulations, land acquisition—which can be amended to keep our river banks

from becoming liabilities. More than 100 million Americans live under zoning laws of some kind that protect their health and security. In many cases flood-damage prevention means merely adding amendments to laws already in force.

Two years ago Wayland, Massachusetts, found that by making only minor alterations in its zoning it could prevent future flood damage and also conserve its water resources. Five years previously a group of seven conservationists in the towns along the Sudbury River had become concerned about the threat to their natural lands from the Boston urban explosion. They were particularly worried about the marshes along the river. In fact, one development group attempted to get federal aid for draining these marshes in the name of flood control at a projected cost of \$1.5 million; but a U.S. Soil Conservation Service field study concluded that the marsh was a natural reservoir that held back flood waters at no charge to the citizenry. During the severe 1955 New England floods, the marshes acted as a basin holding water that would otherwise have done serious damage.

Incorporated under the name of Sudbury Valley Trustees, the conservationist group has grown to over 400 members. The trustees have supported flood-plain zoning in the towns of Wayland and Concord to prohibit unwise development of these lands and they are acquiring acres as rapidly as their funds allow. On the 500 flood-plain acres they have already purchased or received as gifts a Boy Scout troop is raising Christmas trees and keeping the pro-

ceeds for scouting activities. Wildlife plantings have been made and there are nature walks. So powerful is this idea of flood-damage prevention that similar organizations have sprung up in at least six other Massachusetts communities.

Last fall, Dover, Massachusetts, overwhelmingly voted at town meeting to create a "conservancy district" of its flood-plain lands. The new regulations prohibit building on, filling or draining any lands that have been subject to floods. The town also set up a conservation commission to receive gifts of flood-plain land to ensure that the river banks will remain permanently undeveloped.

* * *

Even a tiny town can anticipate its future growth and begin common sense flood-damage prevention, as little Washington, Connecticut, has shown. A 1955 flood, which swept away a downtown shopping area, made the people resolve that it would never happen again. Now there is an urban redevelopment project under way and the flood-prone strips of land are being cleared of buildings. With Yankee thrift, these areas are being planted to trees and run as a town-owned tree farm to give future harvests of income. There has been an additional benefit—removal of sources of pollution—which is saving the town about \$300,000 it would otherwise have spent on sewerage facilities.

Does flood-damage prevention always mean abandoning neighborhoods in cities straddling rivers? Not necessarily. It is now possible to design flood control into the buildings themselves by modern engineer-

ing techniques that allow them to withstand floods with an absolute minimum of damage. Pittsburgh's Golden Triangle, a spit of land where the Monongahela and Allegheny join to form the mighty Ohio, demonstrates how a flood plain can be planned to resist flooding. Many of the buildings on the Triangle have designed the damage out of high waters by systems of pumps, flood-gates, power units that can be submerged without harm. The Gateway Center office buildings were built with waterproofed foundations, and every basement entrance has gates and bulkheads to keep out water. Gateway Center purchased this flood protection by an additional construction expenditure of only about \$33,000. Similarly, the Bell Telephone Building was built so that every entrance is nearly four feet above the levels of previous floods, and all mechanical equipment is installed above possible flood heights.

* * *

It took the 1955 major flood disaster to start Connecticut on a vast flood-damage prevention program. Perhaps a dozen communities have adopted flood-plain zoning in an attempt to direct new construction onto higher land. The flood plains of many streams are being mapped and encroachment lines are being drawn beyond which no structures can be erected without a permit. The city of Naugatuck now can relieve its hectic traffic problems by providing parking on its flood-prone lands. Putnam is demolishing whole portions of its downtown business district that was hard hit by floods and on improved built-up ground is replacing these with landscaped parks,

a new civic center, a shopping center and industrial parks. First floors must be flood-proofed. The little town of East Granby has passed zoning regulations prohibiting building on any lands flooded in 1955. And the entire Granbrook section, where a wall of water twenty feet high swept over a hundred homes, is being cleared of remaining houses and will be used as a recreation area.

The logic of flood-damage prevention is gathering momentum in many states. An encouraging sign is that in an increasing number of its dam-building projects the Army Corps of Engineers is now urging local people to zone the flood-plain before an investment of federal funds is made.

What can you do? Your community can now get a flood-hazard map made on a cost-sharing basis by the U.S. Geological Survey which will show the location of all potential flood problems. There is also a wealth of data available for most communities as planning aids from district offices of the Army Corps of Engineers, the Bureau of Reclamation and the Soil Conservation Service. Your state planning commission can furnish assistance and for guides on how other communities have planned against floods, the University of Chicago has published a definitive report, *Regulating Flood-Plain Development*.

More important, you can urge Congress to adopt the economy of flood-damage prevention as our national policy. The total cost of mapping hazard conditions for the thousand cities and towns with serious flood problems is only about \$5 million; the future savings could be in the billions.

The Scope of Defense

Units in St. Louis area, including two states, work out informal agreements for cooperation.

By PAUL G. STEINBICKER*

OVER the past 30 years the St. Louis metropolitan area has typified practically every kind of problem that can generate in such an area. One such problem of major significance in recent years has been the organization and development of an effective coordinated civil defense.

The St. Louis metropolitan area includes several hundred separate and distinct units of government from an area-wide level to an acre-wide level. There is first of all the Bi-State Agency—with quasi-governmental machinery and functions. To the present it has been generally ineffective. Now legislation enacted by the Missouri General Assembly in 1959 may enhance its effectiveness. There are, of course, also two state governments involved—Missouri and Illinois—with all their manifold structural and procedural complications.

There is also a Metropolitan Sewer District, brought into being by the voters of St. Louis City and St. Louis County in 1954. Its responsibilities are limited to those involving construction and maintenance of

sewage systems. There are seven county governments also in the area. Each is possessed of the usual county powers. Structurally, there are considerable variations, applicable particularly to the city of St. Louis, operating under a home rule charter dating back to 1914, and to St. Louis County, which adopted a new charter in 1950. The rest have the more normal county structure typical of rural counties in American states.

The area also includes well over 225 municipalities. The city of St. Louis, both a city and a county, tops the list in population with about 850,000. In St. Louis County are 97 municipalities ranging in size from about 40,000 to a few hundred. Additional dozens of municipalities are found in the Illinois counties. School districts are also numerous. Other units, each with its own preserves of power marked out by law and practice, include fire protection districts, water districts and the like. The total makes a truly arresting figure for one metropolitan area.¹

Despite this great proliferation of governmental jurisdictions there has been some cooperation and coordination in certain areas of responsibility. The Bi-State Agency has, of course, undertaken numerous surveys. In the field of fire protection,

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¹ See *Path of Progress, Metropolitan St. Louis Survey*, 8147 Delmar Boulevard, University City 24, Missouri, 1957, pages 53 *et seq.*

although the law is silent on the subject, there is informal voluntary cooperation in cases of need. This is especially true on the Illinois side of the river among the many smaller municipalities, most of which have only volunteer fire departments. The same voluntary, informal cooperative arrangements have been found in the fields of education, police protection, health, street construction and maintenance and the like.

An outstanding recent example of cooperation has to do with traffic in St. Louis City and St. Louis County. In 1956 a Citizens' Metropolitan Transit Committee was established. Under its auspices a professional study of traffic and transit needs in the city-county area has been carried out with financing shared by the city, county, State Highway Department and Federal Bureau of Public Roads. The findings and recommendations of this committee were made public in September 1959. Though extremely detailed the general finding of the transit study was to the effect that one area-wide jurisdiction was necessary to carry out its recommendations.

* * *

What of civil defense? So far as the basic statutory arrangements are concerned, they leave much to be desired. The Missouri statute does authorize the governor "on behalf of this state, to enter into mutual aid arrangements with other states and coordinate mutual aid plans between political subdivisions of this state." This same law provides that the executive officer of any political subdivision of the state, with approval by the governor, may enter into mu-

tual aid arrangements or agreements with other public and private agencies "within and without the state" for reciprocal civil defense aid. The main limitation prescribed in the law is that any such arrangement or agreement must be consistent with the state's civil defense plan and program.

The Illinois civil defense act makes different provisions. Thus mutual aid compacts as between St. Louis or St. Louis County on the one hand and the neighboring counties and cities in the Illinois area on the other are not legally possible. Any civil defense coordination between the Missouri and Illinois portions of the St. Louis metropolitan area must remain on an informal voluntary basis.

Despite the existence of full statutory authority to proceed on the Missouri side of the river, there are no formal official mutual aid compacts there either. A main impediment is the coexistence within St. Louis County of one county government with authority mainly in the unincorporated territory and 97 municipal governments each with authority within its own limits. Until there can be a more clear-cut coordination of respective civil defense functions among these numerous units there cannot be too much progress in organizing civil defense on even a semi-official basis.

Notwithstanding both statutory and governmental obstacles, civil defense organization and development on a metropolitan basis has made considerable advance. Prior to the advent of thermonuclear weapons, there seemed to be little pressure

for any metropolitan or area-wide civil defense planning or organization. By 1954, however, a beginning was made. It took the form of a "Memorandum of Understanding" between the St. Louis City and St. Louis County Offices of Civil Defense. In the memorandum it was "agreed" that the advent of more powerful thermonuclear weapons and the new concept of evacuation (rather than duck-and-cover) made it necessary to develop a joint city-county civil defense plan of operations. It was then further agreed that:

1. The two civil defense offices would collaborate in the development of a joint plan;
2. Because of the larger staff and facilities of the city's office, the plan would be developed there but with assistance from the county office; and costs of printing the completed plan would be equitably prorated between city and county;
3. The plan would have to be acceptable to proper authorities in both jurisdictions;
4. A joint control center would be established with costs of constructing, operating and maintaining to be equitably prorated between city and county.

In October 1955 a mutual aid agreement was signed between Madison, St. Clair and Monroe Counties, Missouri, on the one hand, and St. Louis City and St. Louis County on the other. But the agreement is general in terms and is also appropriately hedged with qualifications.

Further implementing the city-county "Memorandum of Understanding" of July 30, 1954, an agree-

ment concerning the construction and maintenance of a joint control center was entered into on July 14, 1955. This was further delineated by a more specific agreement dated February 16, 1957. Under its terms, coupled with those of the project application submitted to the federal government for federal matching funds and the city and county bond issue elections of 1955 and 1956, the following terms were agreed upon:

1. Cost of construction would be borne as follows: city's share, \$100,000; county's share, \$50,000; federal share, \$150,000.
2. Cost of improvements, alterations, equipment to be as follows: city's share, \$25,000; county's share, \$12,500; federal share, \$37,500.
3. Cost of maintenance, insurance, etc., to be borne equally thereafter by city and county. The agreement further specifies limited but proper access to the control center on the part of both city and county personnel during drills and emergencies.

* * * * *
In accordance with these agreements plans were developed, bids secured and funds made available in the amounts indicated above. On February 25, 1958, actual construction was begun. The control center is now completed. Throughout the entire construction stage no major problems of any sort developed between city and county nor are any of a serious nature anticipated.

This example of metropolitan co-operation in civil defense matters has been matched by others. The joint civil defense plan has been developed. Federal funds totaling more

than \$120,000 were made available. A project staff was organized and intensive research was undertaken. The joint plan totaling six volumes was published on April 30, 1957. Further refinement was carried on into 1958, again with financial help from the federal government as part of the Missouri State Survival Plan Project. On September 1, 1958, the Missouri survival plan was finally approved by Governor James T. Blair. In the main it involved no significant modifications in the plan for the St. Louis evacuation area as adopted in 1957, which was based essentially on a policy of population dispersal.

* * *

Since late 1958, however, a shift in civil defense policy has developed. Essentially it involves a replacement of the evacuation principle by the fallout shelter principle. Two factors in recent weapons technology are responsible.

First, four Nike-Hercules sites surrounding the St. Louis area have become operational. These defensive missiles are expected to make the St. Louis area practically invulnerable to attack by manned bombers.

Secondly, the possibility of missile attack must also be given consideration. In the event of such attack there would be insufficient time to carry out an orderly evacuation; moreover, since missiles are considerably less accurate than manned bombers, there is less probability of a direct hit here with the major danger becoming radioactive fallout. In the face of these considerations, a fallout shelter program now makes

more practical sense for the St. Louis area than does evacuation.

New instructions to the public have been prepared for widespread distribution. In essence they urge people to improve their shelter facilities and to go to these shelters when the sirens sound a warning rather than to attempt evacuation to the surrounding countryside. The process of making the shift was formally begun when the first of the Nike-Hercules installations went into operation in mid-September, 1959.

A common signal for warning the public via sirens has also been developed. It consists of a five-minute steady blast repeated after a minute of silence. But since sirens have not yet been set up over the entire area reliance in some parts of St. Louis County and the Illinois side must be placed on radio.

In one respect siren use is not uniform throughout the area. This is in the area of natural emergency situations. Both the city and the county have decided not to use their sirens to issue tornado warnings; but some six municipalities in the county having their own sirens have adopted a policy of issuing tornado warnings via sirens.

This lack of uniformity was most effectively illustrated in connection with tornado warnings issued by the Weather Bureau on September 24, 1959. No city sirens and no county sirens (in the unincorporated areas) were sounded at all. But one hypersensitive municipality in St. Louis County triggered its siren at the first suggestion of severe weather. Within the next 90 minutes sirens were set off in five more county municipal-

ties. In one case, all within a few minutes, one community was deciding to sound the take cover signal while a neighboring community, concluding that the threat was over, was sounding the all clear signal. Since several of the sirens involved were heard beyond the corporate limits of the cities using them, a great deal of confusion resulted.

By further unfortunate coincidence, the one municipality over which an actual tornadic funnel was sighted on Weather Bureau radar, chose not to sound its sirens at all. The metropolitan dailies in St. Louis quite properly concluded that improved coordination would be much in order.

* * *

One coordinated civil defense organizational structure has also been produced in the joint plan. In its highest echelons, however, it lacks complete unity. There is no single advisory committee; the city retains its own as does the county. There is no single operational head; rather there are two deputy directors—the civil defense directors of the city and county filling these posts. Beneath this level, however, the principle of unity has been observed. There is one joint staff. There is a single service in each area of civil defense operations headed in some cases by a county person, in others by a city person.

Clearly political boundaries have no meaning in connection with public education and information on civil defense. Training in self-protection for individuals and groups and training in plant and building protection must be uniform in scope and con-

tent throughout the entire area. In this field of civil defense activity co-ordination has been entirely adequate. It was first developed for schools. There have been through 1958 several projects in which the city public school system, the 28 county public school systems, all Catholic and Lutheran schools have cooperated. These projects were made effective by a committee of representatives from each school system involved.

There has also been metropolitan cooperation in educational informational activity for the rest of the population. Two significant local publications, *Escape from the H-Bomb* and *What To Do Now*, have been distributed on a broad scale by both city and county civil defense offices. In addition radio and television programs, film showings, news releases and speaking engagements by both city and county office personnel have presented uniform information, reaching the entire metropolitan area. Finally, there has been developed a uniform evacuation route sign, which is used throughout both the city and county.

In connection with other numerous basic civil defense functions, such as recruitment, training and exercises, great progress has also been made. As an example the St. Louis police department has arranged to provide its training program for auxiliary police free of charge to any of the other 130 police forces in the area.

Despite these heartening developments there are deficiencies too. In the field of civil defense supply, for example, there is not yet area-wide coordination. Air-raid warning equip-

ment is illustrative. Some of the municipalities in the county have acquired the same kind of sirens as exist in the city; others have installed different kinds. Moreover there is, as has been pointed out, no uniformity in respect to the use of these sirens.

As between the St. Louis County Civil Defense Office and the municipal governments within the county there still exists no full-scale mutuality of effort or understanding. Even as between city and county much has yet to be achieved. Greater St. Louis is, in fact, a metropolitan area of itself; in the event of nuclear attack anywhere in that area the entire population and resources of the area will be involved.

* * *

Conscious of these facts, the St. Louis Metropolitan Survey, in its report to the public in August 1957, recommended that civil defense be one of the governmental powers to be withdrawn from all existing public agencies in the St. Louis area and assigned to an area-wide metropolitan district government:

The metropolitan government should assume the civil defense functions now exercised by the city of St. Louis, the St. Louis County government and the county municipalities. It should be authorized to prepare for and carry out all emergency activities (other than those assigned elsewhere by federal or state law) necessary to preserve lives and property and to protect the public peace, health and safety during any emergency resulting from actual or imminent enemy attack, sabotage, other hostile action or natural disasters. Such an emergency would be-

come legally existent only upon proclamation by the chief executive of the metropolitan district. The pre-emergency functions of the metropolitan government should include the power to prepare comprehensive plans and programs for the civil defense of the area in both enemy-caused and natural emergencies (such as floods and tornadoes), establish a public warning system, develop a qualified civil defense volunteer corps, designate evacuation routes and shelters and enter into mutual aid arrangements with surrounding communities in both Missouri and Illinois.²

Subsequent to publication of the survey report, a city-county board of freeholders was appointed in accordance with state constitutional provisions. Effective on May 7, 1958, the board was granted one year to prepare a plan for city-county reorganization, which plan must subsequently be submitted to the voters of the area.

On August 26, 1958, this board held hearings on the subject of civil defense. Witnesses included the city and county directors of civil defense and the director of the Missouri Civil Defense Agency. Without committing themselves as to which of the permissible alternatives for governmental reorganization was preferable, all these witnesses agreed that "one civil defense agency could administer a more efficient civil defense program for St. Louis City and County."

On April 30, 1959, the Metropolitan Board of Freeholders presented in final form its proposed District

(Continued on page 278)

² *Path of Progress, op. cit.*, page 76.

Letters to the Editor

Manager and Metro

To the Editor of the

NATIONAL CIVIC REVIEW:

Since there were no letters in the April issue of your magazine challenging the contentions of Drs. Bigger and Kitchen, ("City Managers and Metro," the REVIEW, March 1960), I feel compelled to speak in defense of the members of the city manager profession.

Drs. Bigger and Kitchen evidence a surprising bias regarding the attitude of managers toward metropolitan government that cannot be based on any comprehensive study of the problem. Furthermore, they appear to lack a grasp of the fundamentals of council-manager government both in theory and practice.

They imply that managers are incapable of, or refuse to recognize, their secondary position in local government. This allegation is not true. Communities all over the United States, in and out of metropolitan areas, possess effective elected political leadership and have city managers who are appreciative of that leadership. The managers are genuinely pleased to assume their secondary policy role.

The statement that "managers have not shown wild bursts of enthusiasm for integration proposals" is another undocumented generality. Kenneth Shaw, while manager of East Ann Arbor, Michigan, played a leading role in the consolidation of that city with Ann Arbor. In so doing Mr. Shaw contributed to the demise of his job since East Ann Arbor ceased to exist. He is now manager of Cedar Grove, New Jersey.

In Mount Holly, New Jersey, the township council is studying the possibility of consolidation with a neighboring township. Under the laws of New Jersey the new municipality, should it be created, would choose its own form of government and a new governing body.

The manager of Mt. Holly feels that it is most important that governmental agencies be fashioned which will meet the needs of the people and cope with the emerging problems of the area rather than that the status quo be preserved. However, the manager can afford to take such a public position only when it is also the position taken by his council.

The authors categorize managers as persons seeking power, prestige and single-headed authority rather than men who have an opportunity to help the people of a community achieve the goals and objectives that they, the people, have collectively established for themselves. The idea that managers are public servants seems to be unknown to the authors.

The fact that in many areas the crying need for metropolitan government has not been heard or understood by the rank and file voter cannot be blamed on the manager profession. For all their supposed influence on policy formulation, no single manager can or should lead a crusade to educate and inform the electorate of an entire metropolitan area on the need for centralized government. A manager's first obligation is to carry out the policies of the council which he serves. If that council represents an uninformed, indifferent or provincial electorate, the manager cannot be blamed because he fails to raise the banner of metro over city hall.

The authors discuss only two metropolitan areas in their article. They have no adverse comment to make about the attitude of managers in Dade County, Florida, although they go into some detail about the metro plan in effect there.

They do question, by inference, the attitude of the managers in the Los Angeles County area. Furthermore, they quote as "interesting to note" some ideas drawn up by Samuel Leask, Jr., chief administrative officer of Los Angeles,

called "The Metropolitan Municipal Bill of Rights." After setting forth some of Mr. Leask's ideas, the authors go on to represent this document as "illustrative of some of the problems inherent in the present attitude of city managers toward metropolitan integration." This is an unsupported statement assuming that Mr. Leask speaks for all city managers in metropolitan areas throughout the country.

It appears that the authors have made some first-hand observations about a few managers in one metropolitan area and by some process of intuition have concluded that these attitudes are shared by the management profession generally.

If the interest of Drs. Kitchen and Bigger is in the strengthening of metro, it might be suggested that they direct their efforts toward educating the residents of metropolitan areas to the need for, and the benefits of, metro. When the people and their elected representatives want metro, managers will be working hard to help them get it, regardless of any supposed effect on the personal power or prestige of the city managers involved.

R. H. VAN DEUSEN
Township Manager

Mount Holly, New Jersey

* * *

To the Editor of the

NATIONAL CIVIC REVIEW:

I would like to make a few comments, if I may, on the timely and important subject "City Managers and Metro" (the REVIEW, March 1960).

May I present my feelings on that section of the article concerning the Lakewood Plan. My reason for speaking up at all is a continuous association

with the city of Lakewood since November 1954 which would, it appears, make me the dean on the basis of experience. As a result, I have several conclusions.

1. Los Angeles County is an agency providing services to my city over which the city administrator has ample control. While it has happened a long time ago, I never expect a repetition of being told, "This is the way we do it in the county and you can go to Hell."

2. Los Angeles County's Office of County-City Services, as well as the coordinators from the various county departments, enables the city administrator to have full information and control of operations that concern Lakewood.

3. My objectives are to run an efficient and economic city that answers the desires of our citizens. I am satisfied the county wants to cooperate in this and that they definitely look to the city administrator for supervision.

4. Personal experience does not support in any manner the statement that county line workers, supervisors and department heads are less responsive to local desires. As a matter of fact, possibly the opposite is the case because these people recognize they are proving a new system and want to see it work.

Naturally, there is a concern about my personal status in the profession. The chances are high that if I should go to another city it would not be a contract operation. So there is the question of how my experience measures up beside others in the profession. However, I am sure I can satisfy Dr. Bigger and Dr. Kitchen that I have my share of "the normal stuff of a manager's daily work."

HENRY L. GOERLICK
City Administrator

Lakewood, California

News in Review

City, State and Nation

H. M. Olmsted, Editor

Slow Progress Made In Court Reform

Judgeship Deals Point Need of Basic Change

A WATERED-DOWN version of court reform was approved by the New York State legislature as a prospective constitutional amendment. It provides a limited amount of court reorganization, without centralized fiscal control and without fostering the movement for non-political courts that is slowly progressing in other states. Meanwhile, glaring examples of political arrangements for selection of judges have occurred in New York and elsewhere.

New York Amendment

A resolution to amend the judicial article of the New York constitution was passed by large majorities in both legislative houses. If passed again next year by the newly elected legislature it will be submitted to popular vote in the following November. A somewhat similar resolution was adopted by the present legislature in 1959 but is expected to be discarded in favor of the 1960 resolution. More comprehensive plans for a unified state court system were rejected by the legislature in prior years.

The chief organizational changes now proposed would affect New York City. The General Sessions, Special Sessions and County Courts would be replaced by two city-wide courts, one civil and one criminal. The Surrogates' Courts remain, as does the so-called Supreme Court. The 1960 resolution creates an additional Supreme Court district out of Queens County (one of the five counties of New York City),

which is at present combined with Nassau and Suffolk Counties on Long Island. The Nassau-Suffolk district is counted upon to remain Republican, while Queens is expected to be Democratic.

A statewide family court would be created but consolidation of local courts would be a matter of local option in counties outside New York City. Justices of the peace would continue in office, subject to referenda in individual towns.

Judgeship Deals

An amazing tragi-comedy was enacted in the closing hours of the New York legislature's 1960 session, which adjourned on April 1. A bill to add twelve justices to the Supreme Court in New York City expired despite intricate political arrangements that almost succeeded. Various party leaders had agreed that nine of the judgeships would go to the Democrats and three to the Republicans.

As reported in the *New York Times*, the political maneuvering started almost a year ago, when the State Judicial Conference announced that more judges were needed. "To political leaders the prospects of more Supreme Court justices is always appealing. The posts carry salaries of \$34,500 a year in the metropolitan area. They also open other employment opportunities for the politically favored. Each justice can name a secretary and an attendant. By choosing candidates from the lower courts, five Supreme Court justiceships might open 30 to 40 other desirable political plums. . . .

"At various times in the last week negotiations have been going on at several levels simultaneously. Thus Joseph T. Sharkey, Democratic leader of

Brooklyn, was talking with John R. Crews, his Republican counterpart; Mr. De Sapiro, the leader of Tammany, was seeing Bernard Newman, his Republican opposite number, while Mayor Wagner was conferring with justices . . . of the Appellate Division . . . and with Governor Rockefeller. . . .

"Early this week the conduct of the negotiations was shifted to L. Judson Morhouse, Republican state chairman, and Michael H. Prendergast, Democratic state chairman. These two supervised the delicate timing of legislative action today by which passage of measures demanded by Justice Botkin and the mayor were dovetailed to open the door for the measures creating the additional judgeships."

However, objection came at almost the last minute from Senator Walter J. Mahoney, Republican majority leader of the State Senate, who had not been consulted. He is reported to have insisted on a thirteenth judgeship, to be earmarked for a certain Democratic state senator from Brooklyn who had helped in passage of a city court judgeship bill last year. At this stage Mr. Prendergast rebelled, later saying, "I washed my hands of the whole thing." Governor Rockefeller declined to furnish the necessary special message to permit immediate action on an amended bill. All deals were off.

A more successful and usual political arrangement for judges, in Chicago, has been commented on by the *Journal of the American Judicature Society*. Referring to last November's judicial election of 30 judges of the Circuit and Superior Courts of Chicago and Cook County, at which one-third of the electorate participated, the *Journal* says: "Twenty-four of the 30 were sitting judges running for re-election on a coalition ticket whereunder each party agreed to support the other party's candidates for re-election. Thus as to four-

fifths of the judgeships it made no difference which lever the voter pulled. . . . No campaigning at all was done by one of the political parties and very little by the other one." This despite the fact that "both collected substantial contributions for that purpose from the judicial candidates. The Democrats each paid \$7,500, that amount representing 5 per cent of the total of \$150,000 which the jobs would pay over a six-year term at \$25,000 a year. Republican coalition candidates paid \$7,500. . . .

"The most conspicuous thing brought out at the National Conference on Judicial Selection and Court Administration¹ was that it does not have to be this way. Nothing human works perfectly but in Missouri, in Alaska, in Kansas, in Alabama, in California, in New Jersey and currently in the federal judiciary judges are being selected under systems and procedures which in one way or another give primary consideration to judicial qualifications on a nonpartisan or bipartisan basis."

In Iowa the State Bar Association is working for second passage by the legislature and subsequent adoption at the polls of a proposed constitutional amendment providing for appointment of judges by the governor from nominees selected by a nonpartisan commission of lawyers and laymen, the appointees to be voted on by the people, after a year, on the basis of their records. The legislature gave first approval in 1959.²

Other Court Studies

A unified court system for West Virginia is the objective of a study of the judicial article of the state constitution to be conducted by the Committee on

¹ See the REVIEW, January 1960, page 27.

² See the REVIEW, June 1959, page 308.

Judicial Improvement of the state bar by order of its board of governors. Its recommendations will go to the West Virginia Commission on Constitutional Revision.

In New Hampshire a five-man study commission appointed by the State Supreme Court has found "appalling" conditions in municipal courts, including lack of provisions for training new justices and of any source to which they can turn for aid; garages, basements and back rooms of stores used as courtrooms; also courts without a copy of the statutes and where defendants are not informed of their rights. Improvement by persuasion or order of the Supreme Court is promised.

Educators' Group Studies Missouri Constitution

A committee of educators under the auspices of the Missouri Political Science Association has undertaken a study of the Missouri constitution with a view to possible revision. Under present constitutional provisions the state's voters will be asked in 1962 whether a constitutional convention should be called.

The committee is headed by Martin L. Faust, professor of political science at the University of Missouri. Dr. Jerzy Hauptmann of Park College, president of the association, and Dr. Robert F. Karsch, chairman of the university's political science department and secretary of the association, are ex-officio members of the committee. There are three other members, each from a different college or university. The committee is to make a preliminary report on its studies at the organization's October meeting.

Massachusetts Government Conducts Self-Survey

A "self-survey" of all state departments and agencies is being carried on by Massachusetts through its Commiss-

sion on Administration and Finance, headed by Commissioner Charles F. Mahoney. Over 800 state government career employees are participating in a detailed evaluation of state programs and operations. It covers such problems as departmental organization and structure, reporting, personnel policy and administration, budgeting and financial control, property management, systems and procedures, and regulatory and review processes. The survey is proceeding in two stages: an appraisal of administrative management throughout the state government and a complete inventory and rejustification of all state programs and services.

Governor Foster Furcolo, who is honorary chairman of the survey, has appointed a fifteen-member advisory council to gauge the results of the survey.

Colorado Again Attempts Civil Service Revision

A second attempt to revise Colorado's 41-year-old civil service system will be made at next November's election with the submission to the voters of a new constitutional amendment, according to the Public Personnel Association. An earlier attempt was defeated in 1958.

Major changes proposed in the new amendment would blanket into the civil service present provisional employees, make the Civil Service Commission a full-time body and remove the constitutional \$2,500-a-year limitation on their salaries, place discipline and removal with the appointing authority subject to appeal to the commission rather than by order of the commission only (the present practice), and provide for a probationary period not to exceed one year.

Another major provision would do away with the "rule of one" by giving the commission authority to determine the number of persons eligible for appointment from an eligible list. Other

changes would permit the hiring of persons under 21, permit the state legislature to provide for compulsory retirement based on old age or disability (there is no such machinery at present) and prohibit discrimination on the basis of race, color, creed or place of national origin.

The amendment would exempt from civil service coverage professional employees of the State Education Department, one secretary for each elective official, administrative assistants in the governor's office and part-time employees working less than one-third time.

Delaware Legislature To Meet Annually

In Delaware, where a constitutional amendment must be approved by two sessions of the legislature but does not require approval by popular vote, an amendment authorizing annual sessions was approved by the last legislature (1959) for the second time. Sessions in even-numbered years will be limited to a 30-day period and to consideration of bills dealing with budgetary, revenue and other financial matters, the general public welfare or acute emergencies. The odd-year sessions are limited to 90 legislative days. There will be such a session in 1961 and a short session in 1962.

According to the Council of State Governments there are now nineteen states, including Delaware, that have annual legislative sessions. New Mexico is considering such a move.

Two Legislatures Reject Constitutional Conventions

Both houses of the Massachusetts legislature have rejected a proposal by Governor Foster Furcolo for calling a constitutional convention. The proposal if adopted would have presented the voters this fall with the question of holding a convention, as in 1917-18, with delegates to be elected by the people.

A proposal to call a convention to rewrite Maryland's 93-year-old constitution has been defeated in the State Senate. Aside from being an alternate way to achieve a more equitable distribution of legislative seats, it was attacked as opening the doors for drastic revision of the constitution which has been amended 85 times since 1867. Baltimore senators urged adoption of the bill; opposition was led by Eastern Shore senators.

Pennsylvania to Have Local Government Center

The Pennsylvania State Association of Boroughs has announced a plan to establish a Pennsylvania Local Government Center in Harrisburg at 2415 North Front Street. It will initially house the staffs of the Boroughs Association, the League of Cities and the Municipal Authorities Association. It is intended to serve as the headquarters for most of the local government organizations of the state. It is pointed out that the joint use of equipment and facilities will result in a substantial savings to each group aside from other advantages of a central location.

Other organizations for which the center will serve include the Local Governmental Secretaries Association, Municipal Utilities Association and Municipal Assessors Association.

Police Training School For New Hampshire

A special committee to establish a police training school in New Hampshire for the benefit of state, county and municipal law enforcement agencies has been appointed by Governor Wesley Powell. It is hoped that initial sessions will be held next fall. Nashua Police Chief Joseph L. Regan, who operated a local training school for seven years, has been named by the governor as chairman of the committee.

The committee has been asked to sub-

Women Govern Colorado Town

In Hooper, Colorado, a minute municipality in Alamosa County (south-central Colorado) all municipal officials are women, including the mayor, the treasurer, the town clerk and the three members of the town board, according to *Colorado Municipalities*, published by the Colorado Municipal League of which Hooper is a member.

mit to the governor and the incoming legislature recommendations on making the school a permanent part of the state's law enforcement program. State Motor Vehicle Commissioner Frederick N. Clarke, a member of the committee, is making available a limited amount of money from his department's highway safety fund for preliminary expenses.

JOSEPH P. FORD
University of New Hampshire

Local Government Workshops Planned by New York State

The New York State Office for Local Government will ask about 300 civic leaders of the state to attend a workshop on the problems facing local governments in the next decade; it will be held in Albany June 6-8. Participants will include representatives of business, labor, agriculture, educational and civic groups as well as local, state and federal officials.

A similar statewide conference was held in Albany in 1945 to prepare the state's municipalities for the problems they would face in the postwar era. The present period of rapid economic, social and political change will create even greater problems than those of the immediate postwar years. The participants

in this workshop will be asked to define the problems to be expected and to develop a strategy of attack upon these problems.

Frank C. Moore, who convened the 1945 conference when he was state comptroller, is chairman of the Advisory Board of the State Office for Local Government which is sponsoring the 1960 conference.

Tennessee Cities Appeal Apportionment Decision

The decision of a three-judge federal court in Nashville, Tennessee, on December 21, 1959, turning down the plea of representatives of the four chief urban areas of the state who seek a fair reapportionment of state legislative seats, is being appealed to the U.S. Supreme Court.

Council-Manager Plan Developments

GALVESTON, TEXAS, (1950 population 66,568) adopted a new charter providing for the council-manager plan on April 19. The vote was 5,505 to 4,803. The new government supplants the commission plan which originated in Galveston in 1900.¹

TEXARKANA, TEXAS, (24,753) has voted 2,641 to 2,609 to substitute the council-manager plan for its 63-year-old mayor-alderman plan. A contest of the election by a former mayor, leader of the opposition, appeared possible.

In WINOOSKI, VERMONT, (1950 population 6,734) where the voters approved the council-manager plan in 1957, rescinded it in 1958, again approved it in May 1959 (334 to 328) and again on March 1, 1960, (622 to 578) the city council has taken action to obtain a manager. The powers of the manager

¹ See page 228, this issue.

have been broadened over those in the original plan.

The borough of SHIPPENSBURG, PENNSYLVANIA, (1950 population 5,722; now about 7,000) is seeking its first borough manager.

The town of SALEM, NEW HAMPSHIRE, (4,805) voted 1,562 to 1,204 on March 8 for adoption of the council-manager plan under state law effective upon the employment of a manager.

PARIS, MAINE, (4,358) adopted the manager plan at the town meeting March 5. This was the second action by Paris, the action of a year ago having been held invalid. The vote this year was 303 to 169 as compared with last year's vote of 253 to 184. The plan will go into effect in 1961.

LOWELL, MICHIGAN, (2,191) has voted 303 to 122 to adopt the council-manager plan.

In COPPERAS COVE, TEXAS, (1,052) an ordinance establishing the council-manager plan has been approved in a referendum.

The International City Managers' Association reports that ELIZABETHTOWN, PENNSYLVANIA, (5,083) and LAYTON, UTAH, (3,456) have adopted the council-manager plan by ordinance.

A bill to authorize the town manager plan in SOUTHBORO, MASSACHUSETTS, was turned down by the state House of Representatives, after two public hearings, one in Southboro and one in the State House in Boston before the Towns Committee. The latter reported adversely.

The Massachusetts House of Representatives has killed two anti-Plan E bills filed by Mayor R. J. Lord of Lowell. One sought to lift the ban against indirect interference by councilmen in a city manager's appointments; the other would have given city councils the power to confirm or reject appointments by the manager.

The charter commission of the town of CUMBERLAND, RHODE ISLAND, voted seven to two on March 23 to draft a town manager charter, which is to be submitted to popular vote in November. The commission also decided upon partisan elections for the town council but nonpartisan as to the school committee; elections to be in off years rather than at the time of state and national elections.

HIBBING, MINNESOTA, on March 29 defeated a proposal to adopt the council-manager plan, 4,734 to 1,527.

OTTUMWA, IOWA, voted 5,771 to 4,422 on April 5 to revert from the council-manager plan to the former commission plan, effective January 2, 1962. New elections are scheduled for November 1961. The manager plan had been approved on July 25, 1953, by a vote of 4,472 to 3,185. A program of capital improvements instituted at that time by popular demand has largely been completed. Retention of the manager plan was urged by the press, the chamber of commerce and various other organizations; opposition appears to have been largely from labor.

The Charter Study Commission of MULESHOE, TEXAS, has decided in favor of the council-manager plan. A charter on that basis is to be submitted to the voters.

An election is scheduled for May 21 in ROSENBERG, TEXAS, on the question of replacing the council-manager plan by a mayor-council plan.

PENDLETON, OREGON, on April 5, voted 2,238 to 1,019 to retain its council-manager government.

In RICHLAND, WASHINGTON, which has the council-manager plan, a proposed charter amendment to change from election of the council at large to election of five members by districts and two at large was defeated, 3,637 to 2,432, on March 8.

California 'Contract Cities' Hold Seminar

The first annual municipal seminar of the California Contract Cities Association will be held April 29-May 1 at the Oasis Hotel, Palm Springs, California. The association, headed by Mayor Angelo M. Iacoboni of Lakewood, is composed primarily of cities in southern California striving for efficient government through mutual aid and the cooperative efforts of all governmental agencies while still maintaining home rule. Approximately one-third of the cities in Los Angeles County now receive most of their municipal services on contract with the county.

Specific topics to be covered include the history and future of contract services, city-county relationships, state-city relationships, new legal aspects facing the city, public relations and the sister city program. Case studies will be presented on recreation, traffic safety, recruitment of personnel and citizens' views of municipal operations.

Official Municipal Human Relations Councils Number 36

As of the early part of 1960 some 36 cities in the United States have official human relations councils, created by ordinance, according to the Institute of Government and Public Affairs of the University of Illinois. The institute notes that nine of these councils are in Illinois, in cities ranging in population from Chicago down to Galesburg. These cities contain 50 per cent of the state's population and 85 per cent of the non-whites. There are also eighteen local voluntary councils in Illinois and a state Commission on Human Relations which operates on a limited scale with a small budget.

In general, the duties prescribed include working as an investigative, consultative, cooperative, educational, pro-

motional and advisory agency in the promotion of harmonious relations in community life and in the preservation of human rights under law. The Chicago council has additional legal powers dealing with city employment, city contracts, etc.; it is the only one of the Illinois local councils with a paid full-time staff.

More Annexations by Phoenix, Arizona

The city of Phoenix, Arizona, in two separate annexations in March, increased its population to an estimated 436,442. The area of the first annexation was 75 square miles, its population was estimated at about 60,000. The second consisted of a 2.4 square mile area with an estimated population of 2,775 situated between Phoenix and Glendale. Property owners of the area were enabled to indicate whether they wanted to join Phoenix or Glendale; the two cities acting jointly mailed annexation petitions to each such owner. Petitions representing 57.5 per cent of the assessed valuation of the area were received by Phoenix. The two annexations brought the city's area to 187.4 square miles.

PAUL KELSO

University of Arizona

Increased Activity in Training for Public Service

Public jurisdictions at state and local levels are giving increased emphasis to training programs for public employees. A recent issue of *Personnel News* points to prior accounts therein of training developments in Philadelphia, Milwaukee, the San Francisco area, New York State and British Columbia, and lists several new developments:

The University of Illinois is offering a series of courses for state employees at the state capitol in Springfield, leading to a master's degree; at present they include courses in administrative organization and policy development.

A three-year internship program in public administration is being developed in Massachusetts under a \$145,000 grant from the Carnegie Corporation. Five senior college students will be selected in each of the next three years as interns in the office of the commissioner of administration and also to do seminar and course work.

Iowa City, Iowa, is in the trial stage of a program to provide university training for city employees at the State University of Iowa in that city. Five key city employees are enrolled in courses on aspects of municipal administration at city expense, including salaries.

In Toledo, Ohio, 30 administrative and supervisory personnel completed at the end of last year the city's first comprehensive in-service training program in supervisory development, comprising fifteen two-hour sessions on the employee's own time.

The Milwaukee, Wisconsin, common council has authorized establishment of a limited tuition refund plan to encourage employees to attend courses related to their work on their own time—particularly vocational courses.

Hartford, Connecticut, has inaugurated a series of five lectures at luncheon meetings, starting in February of this year, for city administrative staff members. They are thus enabled to hear leaders of various professions and to obtain greater understanding of these specialized fields. Attendance is voluntary and the only charge is for the luncheon.

Under recently issued regulations, implementing 1959 legislation, New York becomes the first state to require minimum training for all newly appointed local police officers. The regulations provide for a two-week basic training program. A Municipal Police Training Council, established by the 1959 law, must approve all training programs before they become effective. New York

City already requires a three-month course for new policemen at the city's police academy.

The Graduate School of Public and International Affairs, University of Pittsburgh, has instituted a graduate program in urban renewal and redevelopment. In addition to classroom work each student puts in fifteen hours a week on a research project with a local urban renewal agency and in his third trimester serves as an intern in one of several widely scattered cities.

110 Municipal Reports Vie in Connecticut Contest

Twenty-two Connecticut towns and cities won awards this year in the fifteenth annual Town and Cities Report Contest sponsored by the Institute of Public Service of the University of Connecticut. For the twelfth consecutive year the Greenwich town report was cited as best in its class (municipalities over 50,000 population) and for the second year as "most outstanding." Reports entered in the contest numbered 110. The best reports in each of six population groups were entered in the regional contest sponsored by the New England Council.

Inter-American Municipal Congress to Be in San Diego

The eighth Congress of the Inter-American Municipal Organization will be held in San Diego, California, October 16-22. Municipal officials and other persons interested in municipal matters are invited to attend. The open plenary session will take place on October 16, followed by five days on municipal government functions, legal organization and structure, citizen participation, public works, etc. Daily tours of San Diego municipal facilities and a program of musical, cultural and social events are being scheduled by Mayor Charles Dail and the host committee.

Metropolitan Areas*William N. Cassella, Jr., Editor*

N. Y. Unit Studies Urban Growth

Joint Committee Proposals Adopted by Legislature

THE New York Joint Legislative Committee on Metropolitan Areas Study was created by the 1957 legislature and has since been extended. It was directed to make a study of the problems of metropolitan areas, to gather facts to help local governments meet the issues of urban growth and change and to recommend appropriate legislation.

Senator John H. Hughes of Syracuse is chairman, Assemblyman Philip R. Chase of Manlius is vice chairman, and Assemblyman William G. Giaccio of New York City is secretary. Other members are Senator Warren M. Anderson of Binghamton, Senator Frank Composto of New York City, and Assemblymen William E. Adams and Anthony Barbiero, respectively of Buffalo and Elmont, Long Island.

Of the approximately seventeen million residents of New York State, more than fourteen million or over 80 per cent live in the seven metropolitan areas—Albany-Schenectady-Troy, Binghamton, Buffalo, Rochester, Syracuse and Utica-Rome in upstate New York and the New York City area extending into the suburban counties of Nassau, Rockland, Suffolk and Westchester. An even higher proportion of the commercial and industrial activity of the state is conducted in these areas.

Given a formidable assignment, the Joint Legislative Committee decided its best opportunity lay in making studies of immediate value to state and local officials, in finding effective patterns of action which have statewide application,

and in securing legislation which would afford municipalities additional scope and flexibility in dealing with urban growth.

Also it seemed desirable to establish the widest possible area of agreement—bearing in mind inherent conflicts of interest, the disparity among the major centers of the state and recent legislative experience with such aspects of local government as annexation and town-village relationships.

The committee conducted a series of public hearings across the state—in Syracuse, Rochester, Niagara Falls, Buffalo, Utica, Albany, White Plains and Binghamton. About 250 public officials, individuals and civic organizations offered their views and a thousand pages of testimony were received. The hearings reflected an interest in sound growth and good urban environments. The recurring theme was how can large centers of population be made as livable and efficient as possible?

During the course of field work the committee had an opportunity to confer with several hundred city, county, town and village officials as to what they felt were the significant issues of urban growth and as to how these issues might be dealt with effectively. With this background the committee concluded that responsible public officials and thoughtful citizens are concerned most of all with the orderly provision and extension of the basic public services which support metropolitan growth and, more specifically, with ten or a dozen substantial matters.

Transportation was naturally a leading issue, including the free circulation of vehicular traffic, mass transportation and, in the New York City region, the adequacy and continuance of rail commutation service. Following closely were

the basic utility services of water supply and sanitary drainage, each of which frequently involves area-type solutions.

Planning was also high on the list. The consensus was that, while actual control over land use and zoning regulation might continue to reside with the cities, towns and villages, there was an urgent place for local planning competence and an equal place for planning which encompasses area-wide needs and prospects as well as the advisory type of regional planning which fulfills a number of essential purposes.

Another issue was the necessity for positive action to overcome the weaknesses and instability which have developed at the core of large urban centers. The thought that the well-being of a metropolitan area is interwoven with a strong, stable central city recurs throughout the testimony.

* * *

While the committee did not receive any workable proposals for major changes in the structure of local government, there was an evident irritation with service deficiencies and impatience with duplication of effort which seemed to call for corrective action under metropolitan service arrangements. Issues of local government related mainly to counties and towns, which do not have the range of powers or the type of municipal organization found in cities and villages.

Still another leading issue presented was state responsibility for urban growth. A number of suggestions were offered for strengthening such responsibility, most of them boiling down to one thing—the most effective application of state resources to the perplexing and insistent problems of urban growth.

Civic initiative and leadership also appeared among the leading metropolitan issues. Civic interest and support, obviously, are vital to corrective measures in local government and the provision

of adequate public services. While the function of the state legislature is to anticipate the needs of the people, there are limits to the process of imposing standards from above.

The committee prepared an information series of publications for public officials, covering state programs and resources which are available to the municipalities, joint arrangements by which municipalities can bridge local political boundaries and practical programs by which they can meet the service requirements of growing urban centers.

One report is *State-Local Relations—A Digest of New York State Law* (Albany, 1959, 188 pages). This is a legal manual on the statutory obligations of 60 or so agencies of state government in relation to some 150 functional programs directly affecting local government.

The state is variously obligated by law to provide technical assistance, legal counsel, research, supervision or financial assistance with respect to the problems of urban growth which were repeatedly brought to the attention of the committee—fire mutual aid, highways, sanitary drainage, water supply and distribution, planning, subdivision control, rail commutation, slum clearance and urban renewal, air transportation, law enforcement, air pollution control and surface transportation.

Another report is the committee's manual *Municipal Cooperation, A Digest of New York State Law* (1959, 171 pages), which is a comprehensive guide to all the statutes that permit intergovernmental service arrangements among municipalities of the state. There will be found answers to the questions put to the committee: What can municipalities do by cooperative action? More specifically, what can they do with respect to such vital functions as water supply, fire protection, drainage, health, hospitals and public works. What are the available courses of action? And, in general, how

may municipalities proceed and where are the enabling statutes to be found?

Third is the committee's report *Metropolitan Action—A Six-County Inventory of Practical Programs* (1960, 141 pages), which is a case study of what is being done across the state of New York to cope with the problems of metropolitan growth. Close to 300 situations are described—all based upon the working experience of agencies of local government under state law and practice.

The six counties included in the inventory are Erie (Buffalo), Monroe (Rochester), Broome (Binghamton), Onondaga (Syracuse), Westchester and Nassau. The last two are, of course, parts of the New York City region, sharing in regional population growth. Workable programs are grouped in the report under functional topics familiar to all municipal officials.

* * *

About twenty pieces of legislation have been sponsored by the committee or have emerged from its studies, including measures to extend state responsibility for orderly urban growth, to facilitate cooperative action and metropolitan service arrangements and to improve or strengthen local government.

In its first interim report to the legislature in 1958,¹ the committee foresaw the need for a task force or advisory service to localities and coordinated use of state administrative and technical resources to help municipalities solve their problems. The upshot of this proposal and a parallel proposal originating with Governor Nelson A. Rockefeller was creation of an office for local government in the executive department.

Among the committee's legislative recommendations enacted to give municipalities wider power to work out joint service arrangements are measures with

respect to joint town and village police departments, inclusion of cities in statutory arrangements for joint sewer systems and extension of town improvement districts into villages under both the standard procedure for setting up such districts and the simplified, alternative procedure adopted in 1959.

Another law secured would permit almost any combination of municipalities to establish a joint survey committee in anticipation of cooperative action and to appropriate funds for the study which would normally precede a joint enterprise. It is expected the law will encourage a systematic examination of mutual problems by metropolitan communities.

In its 1959 report to the legislature,² the committee stated it wanted to see a general code or blanket authorization for municipal cooperative action. It subsequently prepared a draft of legislation to accomplish this purpose. The Office for Local Government likewise prepared a proposal which relied upon the committee's draft and its earlier measure covering the procedural phases of joint undertakings. The result was enactment in the 1960 session of a blanket authorization for municipalities to perform jointly those services which they are otherwise empowered to provide individually.

Also enacted as a result of the committee's work are major amendments to the local finance law establishing a procedure for the incurrence of indebtedness relative to municipal cooperative enterprises. Other legislation clarifies the power of a municipality to incur indebtedness for facilities in excess of its own needs, such as water supply or sewerage, where the purpose is to serve another municipality.

In its initial report the committee en-

¹ Legislative Document (1958), No. 30. The Committee, Albany, 84 pages.

² Legislative Document (1959) No. 19. The Committee, Albany, 109 pages.

dorsed the 1958 county home rule amendment to the state constitution and a year later framed the implementing legislation which empowers counties outside New York City to prepare, adopt and amend their own charters under local law procedure. The new Erie County charter, the main feature of which is an elected county executive, was adopted in accordance with this law.

Likewise the committee secured legislation which permits counties to improve their administrative organization within the framework of standard county government by assignment of specified administrative functions and duties to the chairman of the board of supervisors. A similar committee measure empowers town boards to grant administrative powers and duties over town and improvement district matters to the supervisor.

Under another act recommended by the committee, towns may use personnel, equipment and property in common for one or more improvement districts as well as one or more town functions—an authorization which has since been put to use in securing unified administration of certain public works activities in the town of Hempstead, whose population, incidentally, exceeds that of Buffalo.

Finally the committee was instrumental in securing an act which broadens and clarifies the powers of municipalities to adopt home rule legislation.

The only committee proposals which have not as yet received approval are a plan for state incentive grants to assist in pollution abatement and a constitutional amendment conferring home rule on towns of the first class.

It is the view of Senator Hughes and his associates that the solution of growth problems and the welfare of people residing in populous centers of New York State are matters of direct concern to the legislature. The present state administration has wisely called for a state-

local partnership. Legislative participation is a necessary element in this beneficial process.

RICHARD A. ATKINS
Research Director

New York State Joint Legislative Committee on Metropolitan Areas Study

Phoenix and Tucson Areas Described

Seventy per cent of the population in rapidly growing Arizona is concentrated in the two metropolitan areas of Phoenix (Maricopa County) and Tucson (Pima County). Two issues of the *Arizona Review of Business and Public Administration* (Bureau of Business and Public Research, University of Arizona, Tucson, November and December 1959) are devoted to the study of "Government in Arizona's Metropolitan Areas." The first, researched and written by David A. Bingham, is concerned with the Phoenix standard metropolitan area while the second, reported by Dean E. Mann, covers the Tucson area.

The Phoenix urban area should pass the one million mark around 1975, and Tucson should reach 1,300,000 by the year 2000. Both regions are being spurred onward by large increases in manufacturing and the growing tourist industry.

The two cities, operating under home rule charters with the council-manager form of government, are noted for their efficient operations within their own administrative boundaries but both are plagued by Arizona's uniform county government laws and control of county activities by the state legislature. Maricopa and Pima Counties both suffer the evils of unequal representation between the cities and rural areas on the board of supervisors and a multitude of independently elected county officials. Fortunately neither urban area is beset with multiple special district problems

though the Phoenix area does contain many independent units of government.

Annexation races are on in both regions. The state continues to use the property tax and imposes a high sales tax, thus curtailing local use of these taxes as revenue sources. Distribution of state-collected funds is determined by census data, hence the urge for acquiring as many citizens as possible before the 1960 census is completed. Phoenix has many rivals in its annexation drive, a situation Tucson does not face, and new incorporations in the Tucson area do not seem to have much chance in the Arizona courts.

One of Phoenix's major problems is the coordination of planning in the urban area. The various independent planning departments often work at cross purposes. This is not the case in Tucson where a joint City-County Planning Department has aided development.

An immediate concern to Tucson is the "Chinese Wall"—the elevated Southern Pacific railroad tracks—whose bifurcation of the city is strongly reminiscent of Philadelphia's similarly named eyesore which was removed during the Penn Center renewal project.

While the reports recognize the virtue of diversity in local government, the concluding statements on meeting the metropolitan problem lay heavy emphasis upon the need for more adequate, centrally administered programs for the entire urban area of each city.

WILLIAM J. D. BOYD

Planning Department Seeks Citizen Help

The Metropolitan Dade County (Florida) Planning Department has released a booklet *Planning and Dade County* (Miami, 1959, 73 pages) especially prepared for citizens interested in knowing more about their local planning organization and its program. Geared to citizen interest and participation in the

planning process, the report describes what the county is doing to meet the problems of the fastest growing metropolitan area in the United States.

Years of unplanned growth have produced slums and blighted areas, traffic congestion—the Miami-Dade County region has the highest ratio of vehicles to population in the nation, inadequate community facilities and services, and increased the problems of flood control and surface drainage.

The report explains what planning is, its objectives, its role in metropolitan government, how the planning department is organized and how the citizen can help. Charts, graphs and sketches dramatize the area's programs and needs. The booklet's theme is: "Dade County is proceeding on a sound basis to insure good metropolitan planning but government officials and their departments cannot do the job alone. They need more help from the citizens of Dade County."

Planning Reports Issued For Peoria Area

A Fact Folder on Regional Planning (27 pages, 1959) prepared by the Central Illinois Planning Corporation (414 Hamilton Boulevard, Peoria), a private citizen group, and *A Digest of the Zoning and Subdivision Study* (15 pages, 1959), released by the Tri-County Regional Planning Commission (same address), cover Peoria, Tazewell and Woodford Counties, Illinois.

The *Fact Folder* gives historical background to planning in the tri-county area, lists those people and organizations who have aided the program and presents a synopsis of past and present projects in addition to other studies now being formulated.

The zoning digest gives an explanation of zoning and its role in over-all planning, how "performance zoning" operates and describes a model ordinance.

(Continued on page 269)

Proportional Representation*George H. Hallett, Jr.,
and Wm. Redin Woodward, Editors*

P. R. Vote Forced On Worcester

Legislature Places Question on Ballot

A BILL forcing a referendum on proportional representation in Worcester at the November election, without the standard request by petition provided for in state law, has been passed by the Massachusetts legislature. It was signed by Lieutenant Governor Robert J. Murphy in the absence of Governor Foster Furcolo on vacation. The action was taken over the vigorous protests of the Citizens' Plan E Association of Worcester, the League of Women Voters and many individual citizens. In fact, so many protests reached the governor's desk that a formal letter of acknowledgment was necessary, to quote his office, because "of the volume of mail received."

The bill was put before the Worcester city council last November, after the election of a new city council, by a defeated incumbent and approved in the absence of several of its opponents. The new council taking office in January 1960, however, repudiated the measure, which had been turned over to a local senator for introduction in the legislature.

Worcester is governed by one of several options offered cities by the state known as Plan E. It provides council-manager government with proportional representation as the method of electing the city council and school committee. However, if P. R. should be voted out the present law does not permit it to be readopted.

Said the *Worcester Gazette* on February 17: "The enemies of home rule in the legislature grow bold. They are determined to stuff down Worcester's

throat a referendum this fall on whether to repeal proportional representation.

"This bill is poor stuff. . . . It forces a referendum on a local issue at a national election, when the voters' attention is on broader matters. And it ignores the fact that the people of Worcester voted only four months ago to retain their system of local government, including P. R."¹

The Planner, published by the Citizens' Plan E Association, has this to say: "Bills similar to this one have been filed every year with the state legislature and rightly have received short shrift. It has become axiomatic that referenda dealing solely with municipal matters should appear on a municipal ballot and not become mixed with state and national affairs in a state and national election. One interesting facet of this bill which was approved by the legislature, as compared to its predecessors which did not receive approval, is that the present bill does not require a petition signed by 5 per cent of the registered voters as existing state statutes now provide. One must draw the conclusion that it makes very little difference what the people want."

The association promises a vigorous campaign in defense of P. R. A committee has already been appointed, with Richard B. Wolf, former CEA president, as chairman, to plan the defense campaign.

Poll Shows Public Favors Electoral College Reform

Public sentiment is two to one in favor of changing the present "winner take all" system of choosing the Electoral College, according to an opinion poll of the Amer-

¹ See the REVIEW, December 1959, page 591.

ican Institute of Public Opinion, announced in April.

Under the present method, explains the institute, the presidential candidate receiving a plurality of the vote in any state wins all its electoral votes. After inquiring whether the voter knew what is meant by "Electoral College," each person was asked:

"Today the presidential candidate who gets the most popular votes in a state takes all the electoral votes of that state. Do you think this should or should not be changed so that each of the candidates would receive the same proportion of electoral votes that he gets in the popular vote?

"This would mean, for example, that if a candidate gets two-thirds of the popular vote in a state he would then get two-thirds of the electoral vote of that state."

Among all the voters questioned 50 per cent thought the law should be changed, 28 per cent thought it should not and 22 per cent had no opinion. Voters with some college education were even more favorable to a change: 60 per cent thought the law should be changed, 23 per cent that it should not and 12 per cent had no opinion.

In the so-called "informed" group—those who could define the term Electoral College—63 per cent thought the vote should be changed, 30 per cent that it should not and 7 per cent had no opinion. Only about 32 per cent of those

questioned had a reasonably correct idea of the meaning of the term Electoral College.

Father Edward Dowling Of St. Louis Dies

Rev. Edward Dowling, S.J., of St. Louis, well known educator and foremost apostle of proportional representation in American Catholic circles, died in Memphis, Tennessee, on April 3 on one of the lecture trips to which a large part of his time had been devoted in recent years. He was 61 years of age.

Father Dowling had been for some years associated with *The Queen's Work*, a Catholic magazine, and lectured on government and related subjects in summer schools at Fordham and other Jesuit institutions of higher learning.

He was an enthusiastic and well informed advocate of P.R. as a fundamental requirement of democratic institutions. His active interest in the subject dated back at least to 1921 and thereafter he followed developments in the use of P.R. throughout the world, making a personal study of its pacifying effects in Ireland on a recent trip abroad and taking part in public discussions in Worcester, St. Louis and elsewhere.

Father Dowling had been on the Advisory Council of the Proportional Representation League since 1939. He served several terms as a member of the Council of the National Municipal League and as one of its honorary vice presidents.

Citizen Action*Elsie S. Parker, Editor*

Alton Citizen Effort Reaps Reward

New Manager Government Brings City Efficiency

WINNING of a 1959 All-America Award by Alton, Illinois, was a crowning achievement of Alton Citizens for Better Government. Born in November 1956, the organization "has steadily grown in strength and prestige as a citizens' political action group that concentrates on Alton municipal affairs," reports William D. Brunner, staff writer for the *Alton Telegraph*.

In 1951 the Illinois legislature passed an act enabling cities to adopt the council-manager plan by popular vote. Following adoption of the plan by the neighboring city of Wood River, hastily organized attempts to do the same thing in Alton resulted in a resounding defeat. But citizens were not discouraged. After study of the plan by the League of Women Voters, that organization secured sufficient signatures to petitions to place the question of adopting the council-manager plan on Alton's ballot. Alton Citizens for Better Government was organized to support the plan. Core of the organization was 33 directors drawn from all parts of the city, representing labor and business, the major religions, races and both parties "all working in a united front on a nonpartisan basis for a new and better form of municipal government."

A team of 300 volunteers was formed to work in the campaign, literature was prepared and a house-to-house canvass of voters made. Talks and debates were arranged as well as a radio debate with council-manager opponents. The campaign had the active support of the *Alton Telegraph*.

On election day, February 19, 1957, ACBG members provided cars to take voters to the polls. Other members served as poll watchers. Despite the fact that the group was opposed by an organization called Alton Citizens for Home Rule, led by local officials, when the votes were counted the council-manager plan had won, 4,999 to 3,624, carrying in all seven wards.

Since the new plan could not go into effect for two years, the ACBG endorsed a slate of public-spirited citizens for aldermen under the old system. Its candidate for mayor, P. W. Day, and five of its endorsed candidates for aldermen won in a field of seven places. Because of holdover aldermen, the opposition still had a majority on the council but Mayor Day and the ACBG-endorsed aldermen successfully pursued their pledged policies through stormy sessions.

Early in 1959 the city completed its change-over to the council-manager plan. The ACBG once again launched an intensive campaign to elect candidates to the new city council, composed of four members and the mayor. Three of its candidates and one independent were elected in April. Mayor Day carried over into the new government.

Said one of the civic organization's members:

"In less than three years, through unity and organized effort, the citizens of Alton had adopted a more effective and democratic form of municipal government, elected to office civic-minded, able and devoted city officials and have begun to enjoy advantages and progress far faster than anyone had previously thought possible."

In the fall of 1959, because it was an off-year for elections, the ACBG staged a city-wide survey for the multiple purpose of obtaining public opinion on the council-manager plan in action, securing

suggestions for further improvements in the city and assisting unregistered persons to qualify for voting. New confidence in the city government has led to voluntary annexation of industrial areas assessed at \$10 million and residential areas with 1,100 population.

Because of its successful citizen activity Alton was selected one of eleven All-America Cities by the National Municipal League and *Look* Magazine in their 1959 contest.

Spokane Voters Win Manager Campaign

In Spokane, Washington, (estimated population 194,400) on March 8 the Municipal League, League of Women Voters, Junior Chamber of Commerce and many allies wound up a campaign to replace the commission plan (adopted in 1911) with the council-manager plan by a three-to-two victory—30,544 to 20,261. An election for commissioners (city councilmen) was held at the same time but they will serve only a few weeks until, at a primary election May 10 and a final election June 7, a new mayor and council will be selected to take office under the council-manager plan June 23. A slate of seven candidates has been put into nomination by friends of the new charter under a newly-formed Committee for Good Government against 32 other candidates.

The effort followed several unsuccessful attempts to induce successive commissions to submit voluntarily a call for election of a charter commission. In August 1959, when another request was ignored, the civic forces, uniting as the Citizens for Mayor-Council-Manager, resorted to the alternative procedure of drafting the text of a long council-manager charter amendment and forcing its submission to the voters by filing a petition with 25,700 signatures, well over the 10,072 required.

After getting the petition on the ballot, Citizens for Mayor-Council-Manager organized a speakers bureau and set up a thorough educational campaign to inform voters on the various types of government and the form written into the charter amendment.

The city commissioners and some municipal employees voiced opposition but no organized attack on the proposal appeared until a committee was formed not to defend the existing commission plan, about which there had long been complaint, but to divert the movement to a mayor-council form. The city commission (council) undertook further diversionary tactics by ousting the mayor from his chairmanship of the commission and promising belatedly to submit the question of electing a charter commission in September 1960 if the council-manager amendment was rejected.

The amended charter provides separate election for the mayor instead of having him selected by the council from among its own number after election. Otherwise it follows the National Municipal League's *Model City Charter*, with a council of seven including the mayor.

NO MATTER HOW NEW THE BROOM



The Spokane Review

who presides, has a vote but no veto or separate administrative duties. Salaries of councilmen are \$2,400 and \$4,800 for the mayor. The mayor and the three councilmen receiving the highest votes will serve four years and the other three will serve two for their first term. The other provisions relating to the manager follow extensively and sometimes verbatim the text of the *Model*.

R.S.C.

'Over the Top'

The Charter Improvement Volunteer Information Committee (CIVIC) of Minneapolis,¹ needing some 8,500 signatures to force an election on the charter amendments proposed by the Joint Committee on Charter Review, has now filed petitions containing 15,276 signatures with the Minneapolis Charter Commission. After the petitions are certified valid by the city clerk, the city council must set a date for the election.

A spirited contest was conducted among the more than 1,100 petition circulators as to who would secure the greatest number of signatures. The "Prince of Petitions" was Ralph Forester, with 194 signatures; the "Princess of Petitions," Mrs. Thomas Hale, who secured 131.

The committee was organized by five local groups: The Minneapolis Citizens League, League of Women Voters, Chamber of Commerce and the Republican and Democratic parties.

Seek County Home Rule

The Bexar County (Texas) Home Rule Association is made up of members of the Chamber of Commerce, League of Women Voters, Taxpayers League and other interested citizens. Its purpose is "to provide a workable home rule amendment to the constitution of Texas for the county of Bexar."

¹ See the REVIEW, February 1960, page 103.

The association points out in a recent brochure that the county's government is based on the 1876 state constitution and that what is needed is a government "directly responsible to the citizens . . . that will meet the needs of modern times." It urges support of a house joint resolution which would give Bexar County power to appoint a commission to write a county charter to be submitted to the electorate. It urges citizens to make time on programs for speakers, to help hold public opinion and to write their state senators and representatives urging passage of the resolution.

Give Citizen Awards

One of the most important ceremonies at the All-America banquet in Seattle on March 21 was the first presentation of civic awards made by the Municipal League of Seattle and King County.¹ Recipients were selected by a subcommittee of the league's advisory council.

Here are the results:

Fire Chief William Fitzgerald was the recipient of the Seattle league's outstanding official award for his plan of inspection which greatly reduced fire hazards, giving the city one of the lowest fire loss records in the U. S. for its size.

James R. Ellis received the outstanding citizen award for originating the idea for the new "Municipality of Metropolitan Seattle," the winner of the All-America City award. He was the prime writer of the enabling act providing for metropolitan Seattle and was active in the two campaigns to secure voter approval.

The League of Women Voters of Seattle won the outstanding organization award for its support of numerous projects for improving local government, including a proposed King County charter, state legislative reapportionment, etc.

The Miami Beach (Florida) Tax-

¹ See the REVIEW, December 1959, page 598.

players' Association has presented its "Outstanding Citizen Award" for 1959 to Simon E. Rubin for his "work on primary and election laws in particular and his vigilant constant efforts for the betterment of Miami Beach in what amounted to a day-to-day campaign."

'Operation Check-up'

The Colorado Springs Charter Association conducted an "Operation Check-up" during March and April. It was sparked by three "vital discussion meetings directed by informed moderators and panelists." The plan was devised to "(1) encourage a long, hard look at our community from the angles of where we now stand, where we are heading and where we would like to go and (2) foster the formation of a large and representative citizens' committee which will consider the needs and aspirations revealed through these discussions and its own studies from which it will develop a carefully considered long-range growth pattern to guide our future sound development."

Topics of the three meetings were: "Gearing Government to Present and Prospective Needs," "The City and Area Economy—Present and Future," and "Cultural-Humanitarian Aspects of Sound Community Development."

Combat Political Apathy

According to the *New York Times* the public affairs section of Republic Steel Corporation has prepared a non-partisan political education program available to all employees. It is being presented in nine cities including New York. The program is the outcome of a survey of company supervisors and employees which indicated a low level of political knowledge. Some 2,600 members of the organization have enrolled for the course.

Educational Television Gains

According to a report from the National Educational Television and Radio Center—1959 . . . *Year of Progress*—seven years ago there were no educational television stations in the nation. The first was KUHT at Houston, Texas, which began broadcasting in May 1953. Today there are 45 non-commercial educational television outlets with eight more in various stages of planning or construction.

Discuss New York Charter

"Looking to New York's Future," an institute on the New York City charter, was held March 28 under the auspices of the League of Women Voters of the City of New York. Morning panel discussions included such topics as "Fiscal Planning and the Future," "The Legislative Function in New York City," "The Determination of Policy and the 'Strong Mayor' Form of Local Government." Participants in the panels included present and past officials of New York City as well as citizen leaders and political scientists.

At the afternoon session a summary of the morning panels was presented. Charlton F. Chute, director of the Institute of Public Administration, discussed "What do we want the future of our cities to be? What kind of government will meet our needs?" Mrs. George C. Viethier, president of the New York City league, spoke on "What is the role of the citizen?"

NYS Citizens' Council to Meet

The New York State Citizens' Council's sixteenth annual Institute of Community Leadership will meet June 22-25 in Albany. The institute will discuss: "What opportunities—and what problems—confront New York State communities? What will the sixties demand of civic leaders?" Speakers will include

Thomas H. Hamilton, president of the New York State University, Lieutenant Governor Malcolm Wilson and Mayor Robert F. Wagner of New York City. Institute participants will be representative of business, education, government, industry, agriculture and a wide range of voluntary community organizations from all parts of the state.

In small discussion or work groups institute members will concentrate on the practical politics of getting things done in the community and on methods for involving more people in effective community action. Problems dealt with will include school needs, urban renewal, traffic and transportation, industrial development. Basically the institute aims at helping people become better informed about problems confronting their communities and more skillful in solving them and using available resources.

Campaign Pamphlets

The National Research Bureau, 415 North Dearborn Street, Chicago 10, has published a kit containing a series of pamphlets on the 1960 conventions and elections which it describes as "non-partisan tie-in material for the greatest election campaign in history." The pamphlets include a *1960 National Convention and Election Handbook* and *Presidential Election Handbook*, 32 and 48 pages respectively, variously priced.

ANNE K. STITCH

LWV Publications

The League of Women Voters of Maine (152 Prospect Street, Portland) published a survey of *Taxation In Maine* (27 pages, 25 cents) in January 1960, concluding with an examination of major sources of revenue for the state.

The League Looks at Lafayette: Government—Present and Possible (League of Women Voters of Lafayette, Louisi-

ana, November 1959, 24 pages, 50 cents) explores the possibilities of alternative forms of government for that city and its parish.

A.K.S.

METROPOLITAN AREAS

(Continued from page 262)

Comprehensive Plan Condensations Published

Progress through Planning (32 pages), a condensation of the *Comprehensive Plan*, was published in October 1959 by the Louisville and Jefferson County, Kentucky, Planning and Zoning Commission to provide background information for citizens interested in future planning for that rapidly growing region.

Replete with pictures, graphs and maps, the brochure covers all the major phases of the planning process and provides thorough census, historical and economic data in capsule form.

Slightly less than seven years after it was established, the Tulsa Metropolitan Area Planning Commission has released a *Comprehensive Plan* (Tulsa, Oklahoma, March 1960, 76 pages) to coordinate physical development "in accordance with the present and future needs" of the region.

The plan is concerned with all areas now urbanized or which will be by 1975 in metropolitan Tulsa. Its subject matter covers major land uses; major means of transportation—rail, highway and air; and all public facilities for recreation, schools, libraries and fire stations.

Designed as a summary, the *Comprehensive Plan* is supplemented by detailed supporting material prepared by the commission. Rapid compilation of the plan was made possible by the cooperation extended by the planning commissions of Tulsa, Tulsa County and the cities of Broken Arrow, Collinsville and Sand Springs.

Researcher's Digest Patricia H. Shumate, Editor

State Basic Law Is Scrutinized

Mississippians Agree Changes Are Needed

RENEWED interest in a constitutional convention for Mississippi prompted Governor J. P. Coleman in 1957 to call a special session of the legislature to consider the question. Although the proposal was ultimately defeated, both proponents and opponents agreed that changes were greatly needed in the document, reports Edward H. Hobbs, editor of *Yesterday's Constitution Today, An Analysis of the Mississippi Constitution of 1890* (Bureau of Public Administration, University of Mississippi, University, 1960, 165 pages).

Published to provide a guide to better understanding of the basic law, the volume is comprised of nine chapters covering the state's Bill of Rights, its legislative, executive and judicial branches, suffrage and elections, legislative apportionment and constitutional change. Authors are Huey B. Howerton, Charles N. Fortenberry, William F. Winter, Donald S. Vaughan, William Joel Blass, George W. Rogers, Russell H. Barrett, Edward H. Hobbs and Frederick H. Gareau.

The authors, calling for major revision, stress the need for simplification, reorganization and greater provision of language. The editor comments: "Among the more glaring weaknesses of both substance and form in the Mississippi constitution are the incredible omissions of standard and necessary articles. The fundamental law of this state very badly needs, for the sake of clarity, order and completeness, a separate article for each of the following broad areas: finance,

local government and intergovernmental relations. Conversely . . . a number of articles and many sections contained in the constitution of 1890 are thoroughly inappropriate and not germane to a constitutional document."

Specific suggestions for constitutional improvement are made on the basis of Mississippi's present needs, practices of comparable states and provisions of the *Model State Constitution* of the National Municipal League.

In the Bill of Rights article, for example, sections could be combined and shortened without loss, enforcement strengthened and provisions added such as a guarantee of equal protection of the laws. Acceptance of all suggestions would result in a section little more than half its present size; on the other hand, these changes would "provide a briefer, simpler and more useful body of guarantees."

Articles covering the three branches of government also contain much that is antiquated, ignored and confusing. Precise recommendations include annual sessions and the creation of a legislative council for the legislature; a general revision of the executive branch following the lines of a strong executive model, with the governor the only elective officer, empowered to appoint all departmental heads and allowed to succeed himself; creation of a merit personnel system and a financial system including the essentials of an executive budget system.

The present division of the judiciary between courts of law and equity would best be eliminated despite the bonds of tradition and habit. The laws and procedures of both, although originally complementary, have been so blended there is no longer justification for two separate systems of courts. General

simplification and modernization of the court structure is recommended with rules of procedure and practice to be omitted from the constitution.

Mississippi constitutional provisions for suffrage and elections, when compared with the National Municipal League's *Model Election Administration System* and *Model Civilian Absentee Voting Law*, have been found to be inefficient, unfair and again too complicated. Elimination of the poll tax, greater leniency on residence requirements, improvement of literacy tests, greater simplicity in registration forms and changes in registration deadline requirements are proposed.

Legislative apportionment in Mississippi is rigidly controlled by the constitution. Limits are set on the size of both houses, counties are assured of at least one vote in the House and reapportionment is provided for only by resort to amending the constitution itself. No such reapportionment has occurred since 1890 and the only successful efforts to balance the representation more equitably have come about by the creation of six new counties since that date. Racial prejudice and urban versus rural conflict are parts of the problem; the rest is due to the unwillingness of the self-interested legislature to reapportion itself. Recommendations include provisions for increasing the number of seats in both houses slightly, guarantees of representation even after county consolidation and for a special reapportioning agency.

Finally, amending procedures, according to the authors, should be further loosened though provisions preventing hasty action should be continued. Since no mention is made of constitutional conventions and the legislature is generally allowed the power to convene such an assembly, no charge can be made that the constitution is too restrictive on this point. Although commissions are gaining popularity in other

states as a method of constitutional revision, all four of Mississippi's constitutions have been drawn by conventions and the authors feel this is probably the only way acceptable to Mississippi voters and representatives to secure general revision.

ANNE K. STICH

Bird Analyzes Census Property Tax Findings

In *The General Property Tax: Findings of the 1957 Census of Governments* (Public Administration Service, 1313 East 60th Street, Chicago, 1960, 88 pages, \$3.00) Frederick L. Bird summarizes the 1957 Census of Governments survey, *Taxable Property Values in the United States*, and shows how the findings relate generally to the financial position of local governments.

Dr. Bird discusses the nature of the property tax, revenues from this tax, assessed values for general property taxation, problems of assessment administration, the relationship between assessed value and market value of locally assessed real property, intra-area and inter-area uniformity in local assessment administration and the regulatory role of the states.

"For more than one hundred years state governments have been trying in one way or another to correct defects of local property assessment," the author comments. "In view of the considerably less than perfect results obtained, the conclusion must be either that their efforts have not been so skillful and zealous as they should have been or that the job is impossible of accomplishment. That good quality assessing exists in one-fifth of the 1,263 assessing areas covered by the special studies of the 1957 Census of Governments denies the second conclusion; but it raises a question of why the states have permitted continuance of mediocre to poor assessing in wide sections of the nation."

Citizen Group Queries Cities

The All Parkersburg (West Virginia) Association recently questioned 130 cities throughout the country to obtain information on current trends in municipal government, the advantages and disadvantages of the various forms of government and city employee salaries to help local citizens decide on the form of government best suited for them.

Responses to their questionnaires are presented in *Municipal Government Survey* (1959, 26 pages). Members of the research committee who made the study were J. Emerson Starling, Arthur D. Seibel and Joel Stern.

CSG Updates Research Memo

The Council of State Governments has revised its *Organization, Functions and Operation of State Departments of Administration and Finance* (1313 East 60th Street, Chicago, 1960, 65 pages, \$2.50). This research memorandum describes such departments in 25 states.

Police-Fire Integration

A growing development in municipal public safety administration is the integration of some or all of a city's fire and police services into a single operation. The Missouri Public Expenditure Survey observes in *Combined Police and Fire Services for Medium-Sized and Small Cities* (P. O. Box 56, Jefferson City, 1960, 14 pages, \$1.00) that no municipality in this state has integrated these functions but there is an interest in the approach.

This pamphlet describes the forms of integration, lists the U. S. and Canadian cities which have integrated these services, the reasons given for adoption of the system as well as its advantages and disadvantages.

Cites Program for Handicapped

The University of Alabama's Bureau of Public Administration has from time

to time published administrative analyses of certain state governmental functions. The most recent study, by George R. Weir, *Government and the Handicapped* (University, 1960, 88 pages), investigates the development of vocational rehabilitation in Alabama, the state's current programs, services and administration.

Florida Personnel Guide

Because of the interest of municipal officials and employees in the development and improvement of formal personnel systems, John C. Buechner has written *Personnel Manual for Municipalities* (Institute of Governmental Research, Florida State University, Tallahassee, 1960, 58 pages). The author discusses the organization, installation and maintenance of such systems with primary emphasis on procedures for developing and administering classification and pay plans.

State Agency Guide

A Guide to the Work of Executive Agencies in Michigan by Curtis O. Baker (Institute of Public Administration, University of Michigan, Ann Arbor, 1959, 153 pages, \$2.50) is the fourth publication of the institute in a series presenting information about the duties and relationships of various state agencies.

In this report information is given on the authorization for the establishment of each of the agencies as well as the title of its chief administrator, its organization, functions and procedures.

Handbook for Metro Chicago

Your Government and Mine: Metropolitan Chicago by John Dreiske (Oceana Publications, New York, 1959, 95 pages) is a handbook on local government in this region. The publication provides the reader with information on terms of office, duties, functions and/or

law relating to public boards and officials as well as information on political parties and voting procedures in metropolitan Chicago.

Revise Planning Procedure

The University of Oregon Bureau of Municipal Research and Service has revised its *Procedure for Establishing County Planning and Zoning* (Eugene, 1959, 24 pages) to reflect the significant amendments made in the law at the 1959 legislative session. A sample ordinance is included in the publication.

Universities Plan Meeting on Urban Research

The University of Kentucky Bureau of Business Research with the University of North Carolina Office of Regional Extension will conduct an invitational conference of Kentucky researchers concerned with urban problems. The conference will be held at Lexington May 13 and 14.

Broadly speaking, the object of the conference is to examine critically current research having to do with widely differing phases of city affairs and to encourage effective communication among researchers dealing with historical, governmental, economic, general social, transportation, physical design and other phenomena of the city.

It is expected that only 30 or 35 persons actively engaged in city research will participate and that a statement regarding the work of the two-day meeting will be made public.

JAMES W. MARTIN
University of Kentucky

Conferences, Proceedings

The University of Texas Institute of Public Affairs in cooperation with other state organizations held its Sixth Governmental Accounting and Finance Institute in April.

The State University of South Dakota Governmental Research Bureau has published *Program and Proceedings: First Annual School for South Dakota Assessing Officers* (Vermillion, 1959, 96 pages). The school was considered a success with the participants strongly recommending that future conferences be held.

With the Research Bureaus

In June the University of Massachusetts Bureau of Government Research will make awards to a town and a city in the state for an outstanding achievement in 1959 as well as awards to three persons who have made outstanding contributions to Massachusetts government during the past year.

Public Affairs Report is a new bulletin of the University of California Bureau of Public Administration edited by Barbara Hudson. Issued six times a year, the publication will present a problem of public policy. It will be sent free to anyone interested upon application to the editor, Bureau of Public Administration, 348 Library Annex, University of California, Berkeley 4. The first issue was circulated in February.

A new Bureau of Public Affairs Research at the University of Idaho is being directed by Robert J. Huckshorn, assistant professor of political science. The bureau is presently studying municipal finance in the state.

Books in Review

Metropolitan Areas

METROPOLITANIZATION OF THE UNITED STATES. By Jerome P. Pickard. Urban Land Institute, 1200 18th Street, N.W., Washington, D.C., 1959. 95 pp. \$4.00.

Projections of metropolitan regions (continuous clusters of metropolitan areas) and metropolitan areas (such as census standard metropolitan areas) are given in this volume to the year 2000, based on economic trends. Designed to reveal urban growth on a nation-wide basis, the report gives signposts to future magnitudes and economic directions of that growth.

Population projections for the New York City metropolitan region (19 million by 1980; 23 million by 2000) are conservative. By 2000 one-third of the nation's 320 million people will live in ten "super-metropolitan areas" led by New York, closely seconded by Los Angeles and including southeast Florida equal in rank to New England. The total new urbanization will consume 55,000 square miles (c.f. New York City's 365 square miles; New Jersey's 7,836 square miles).

This is an interesting technical paper. It provides a base for major long-range capital investments of government, business and industry on both a nation-wide and metropolitan scale.

C. MCKIM NORTON
Executive Vice President
Regional Plan Association

Transportation

URBAN TRANSPORTATION ADMINISTRATION. By Thomas J. Seburn and Bernard L. Marsh. Bureau of Highway Traffic, Yale University, Strathcona Hall, New Haven, Connecticut, 1959. ix, 134 pp.

"The urban transportation problem must be met at the local government level." Upon this premise the report above bases its recommendations for the

integration of urban transportation functions into a transportation department of the city, or preferably metropolitan, government. The study was released by the Bureau of Highway Traffic in cooperation with the National Committee on Urban Transportation after first-hand observations in fourteen cities ranging in population from Portland, Maine, (77,634) to Kansas City, Missouri, (estimated 528,000).

The suggested department would control traffic engineering; operation and supervision of transit systems; management of city-owned off-street parking facilities; street maintenance, construction and engineering; plus over-all planning of transportation needs. Control of traffic enforcement would remain a function of the police. Functions of the transit department should be clearly defined and organized into a unit headed by a single responsible officer. Integration of these functions with the other activities of government would necessitate a transportation planning team and a regional coordinating committee.

Although stressing the primary responsibility of municipal and county governments in meeting the urban transportation problem, the report does note the role of state and federal agencies in various aspects of its administration.

W. J. D. BOYD

Politics

SMALL-TOWN POLITICS: A STUDY OF POLITICAL LIFE IN GLOSSOP. By A. H. Birch. Oxford University Press, Amen House, London, E.C.4, 1959. viii, 199 pp. 25s net.

Glossop is a manufacturing town of 18,000 population, thirteen miles from Manchester, England, and this is a competent study of its political history and current politics, interesting to Americans by reason of both the differences and parallels with American experience. It

finds, for example, that the political clubs which can produce 80 per cent of the voters at the polls in a national election are primarily local social clans, most of whose members find difficulty these days in relating their party allegiances to any of their party's national policies.

In the local borough elections there is still more difficulty in spotting municipal policies on which the parties have any basic disagreement. There is the usual high percentage of voters who are conservative or whatever without ever having made an intellectual choice but who have simply drifted with the current or eddy in which they happen to be born.

This fact makes the review of the previous half-century of local politics more pertinent than it might be in the shifting population of an American town. There has been a diminution of the old isolation of the town and a blending of interest with far wider areas as well as the acceptance of greater influence in local affairs by the national government.

R.S.C.

Congress

KNOW YOUR CONGRESS—86th Congress, Second Session, 1960. Edited by Diosdado M. Yap. Capital Publishers, 1006 National Press Building, Washington 4, D.C., 1960. 134 pp. Illus. \$2.00.

Extensive information on Congress, its members, committee assignments and miscellaneous tidbits are included in this current edition. *Know Your Congress* is published every congressional session and is a valuable guide for school children and adults alike.

ANNE K. STICH

Council-Manager Directory

RECENT COUNCIL-MANAGER DEVELOPMENTS AND DIRECTORY OF COUNCIL-MANAGER CITIES: Supplement: Non-Council Manager Communities with Council-Appointed Administrators. International City Managers' Association,

1313 East 60th Street, Chicago 37, January 1960. 42 pp. \$2.00.

This essential annual will be included in the ICMA *Municipal Year Book* as usual in May. It provides statistics on council-manager communities and carries for the first time a list of quasi-managers in 146 cities and 43 counties—appointed administrators who do not have full managerial authority and power to manage.

Additional Books And Pamphlets

(See also Researcher's Digest and other departments)

Budgets

PHILADELPHIA'S FOUR-YEAR BUDGETING. The Projected Pattern, 1957-1960, As Compared With Experience. Prepared for Citizens' Budget Committee. Pennsylvania Economy League (Eastern Division) in association with the Bureau of Municipal Research, Liberty Trust Building, Philadelphia 7, January 1960. 27 pp. \$1.50.

Capital Improvement

A GUIDE TO CAPITAL IMPROVEMENT PROGRAMMING IN CONNECTICUT. By Wilfred J. Maxwell. Connecticut Development Commission, State Office Building, Hartford 15, January 1960. 82 pp. Graphs.

Conflict of Interest

REPORT OF THE COMMITTEE ON CONFLICTS OF INTEREST, MONTGOMERY COUNTY, MARYLAND. Office of the County Manager, Rockville, Maryland, November 1959. 18 pp.

County Government

PROGRESS ON RURAL COUNTY DEVELOPMENT. A Report to the Governor and the Legislature. Florida Development

Commission, Carlton Building, Tallahassee, April 1959. 23 pp.

Courts

LAGGING JUSTICE. *The Annals of the American Academy of Political and Social Science*, 3937 Chestnut Street, Philadelphia 4, March 1960. 163 pp. \$2.00.

Debt

DIRECTORY OF MUNICIPAL BOND DEALERS OF THE UNITED STATES. *The Bond Buyer*, 67 Pearl Street, New York 4, January 1960. 296 pp. \$10.

Downtown Areas

THE FUTURE OF DOWNTOWN COLUMBUS. By Delmar G. Starkey. An Address before the Columbus Rotary, Kiwanis and Lions Clubs. The Columbus Area Chamber of Commerce, Columbus, Ohio, February 1960. 15 pp.

Election Laws

AN ANALYSIS OF THE ELECTION LAWS OF LOUISIANA. Volume I: Registration of Voters, Absentee Voting; Volume II: The Conduct of Elections, Special Elections, Judicial Contest of Elections. Louisiana Legislative Council, State Capitol, Baton Rouge, January 1960. 127 and 190 pp. respectively. \$2.00 each.

ARIZONA MUNICIPAL ELECTION LAW—1959 OPTIONAL PROVISIONS. League of Arizona Cities and Towns, 2727 North Central Avenue, Phoenix, October 1959. 5 pp.

Grants-in-Aid

THE DIFFERENTIAL IMPACT OF GRANTS-IN-AID UPON THE INDUSTRY OF THE STATES. By Kenneth G. Ainsworth. *American Journal of Economics and Sociology*, 50 East 69th Street, New York 21, October 1959. 18 pp.

Land Use

SUBDIVISION STANDARDS. For Use by Tennessee Local Planning Commissions as a Guide to Adoption of a Set of Stand-

ards for Their Community. Tennessee State Planning Commission, Cordell Hull Building, Nashville, October 1959. 43 pp. \$1.00. Illus.

Metropolitan Areas

METROPOLITAN GOVERNMENT IN TORONTO, CANADA. Legislative Research Bureau, State House, Boston 33, November 1959. 36 pp.

THE REGIONAL DEVELOPMENT OF THE SAN FRANCISCO METROPOLITAN AREA. By Alan K. Browne. An Address before the Municipal Forum of New York. The Forum, New York, 1959. 16 pp. (Apply to Arthur R. Guastella, *The Bond Buyer*, 67 Pearl Street, New York 4.)

THE URBAN COUNTY: A STUDY OF NEW APPROACHES TO LOCAL GOVERNMENT IN METROPOLITAN AREAS. (Reprinted from *Harvard Law Review*, January 1960.) By Mark B. Feldman and Everett L. Jassy. Harvard Law Review Association, Cambridge, Massachusetts. 57 pp.

Planning

ECONOMIC POTENTIALS, LAND USE PLAN, CIRCULATION PLAN, SCHOOL AND PARK PLAN. Sangamon County Regional Planning Commission, 617 East Jefferson, Springfield, Illinois, 1959. 33, 29, 25, and 41 pp. respectively. Illus.

PENNSYLVANIA PLANNING LAWS FOR COUNTIES OF THE THIRD TO EIGHTH CLASS. Bureau of Community Development, Pennsylvania Department of Commerce, Harrisburg, 1959. 36 pp.

PENNSYLVANIA PLANNING LAWS FOR FIRST CLASS TOWNSHIPS. Bureau of Community Development, Pennsylvania Department of Commerce, Harrisburg, 1959. 44 pp.

Police

THIRTEENTH ANNUAL PEACE OFFICERS TRAINING SCHOOL. A Report. By Ronald Averyt and Michael Grove. Governmental Research Center, University of Kansas, Lawrence, February 1960. 112 pp.

Police Courts

POLICE COURTS IN PLATTE COUNTY, MISSOURI. By Terence W. Cassidy. Governmental Research Bureau, Park College, Parkville, Missouri, January 1960. 35 pp.

Public Administration

THE UNIVERSITY TEACHING OF SOCIAL SCIENCES: PUBLIC ADMINISTRATION. A Report Prepared for Unesco at the Request of the International Institute of Administrative Sciences. By André Molitor. United Nations Educational, Scientific and Cultural Organization, Paris-7e, 1959. 192 pp. \$2.75. (Apply Columbia University Press, 2960 Broadway, New York 27.)

Public Employment

STATE DISTRIBUTION OF PUBLIC EMPLOYMENT IN 1959. Bureau of the Census, U. S. Department of Commerce, Washington 25, D. C., March 1960. 16 pp. 25 cents.

TREND OF EMPLOYMENT (PERMANENT, FULL-TIME EMPLOYEES PAID FROM THE OPERATING FUNDS SUBJECT TO ANNUAL APPROPRIATION BY THE COUNCIL OF THE CITY OF PHILADELPHIA). Pennsylvania Economy League (Eastern Division) in association with the Bureau of Municipal Research, Liberty Trust Building, Philadelphia 7, October 1959. 18 pp. \$1.00.

Salaries

SALARIES, WAGES AND FRINGE BENEFITS IN MICHIGAN CITIES AND VILLAGES UNDER 4,000 POPULATION. Hours of Work, Overtime Pay Practices, Holiday Pay Practices and Uniform Allowance Policy: 1960-61. Michigan Municipal League, 205 South State Street, Ann Arbor, March 1960. 109 pp. Tables, maps. \$3.50.

Streets and Highways

THE REGIONAL IMPACT OF HIGHWAYS. By Philip B. Herr. *Urban Land*, Urban

Land Institute, 1200 18th Street, Washington 6, D. C., February 1960. 8 pp. \$1.00.

Surveys

THE OPERATIONS OF THE CITY OF WYANDOTTE. A General Survey. Citizens Research Council of Michigan, 810 Farwell Building, Detroit 26, Michigan, February 1960. 113 pp. Charts.

Taxation and Finance

CALIFORNIA LOCAL FINANCE. By John A. Vieg, Hubert C. Armstrong, Frank Farner, Gerhard N. Rostvold, John P. Shelton, and Procter Thomson. Stanford University Press, Stanford, California, 1960. xv, 425 pp. \$7.50.

THE ILLINOIS TAX CLIMATE. Taxpayers' Federation of Illinois, 411½ South Fifth Street, Springfield, December 1959. 21 pp.

1959 TAXABLE VALUATIONS AND TAX LEVIES IN NORTH DAKOTA CITIES AND VILLAGES. League of North Dakota Municipalities, 408½ Main Avenue, Bismarck, March 1960. 15 pp.

STUDENTS, PATIENTS, WARDS AND CONVICTS. A Comparative Analysis in Terms of Appropriations per Student, Patient, Ward and Convict for 1960 and 1961—Michigan and Ohio. Citizens Research Council of Michigan, 810 Farwell Building, Detroit 26, March 1960. 9 pp.

A STUDY OF THE GOVERNMENT AND FINANCES OF THE COUNTY OF SULLIVAN, STATE OF NEW YORK (Parts I and II). By New York University Graduate School of Public Administration and Social Service under the direction of Troy R. Westmeyer. Sullivan County Planning Board, County Office Building, Monticello, New York, 1959. 11 and 30 pp. respectively.

SUMMARY OF STATE GOVERNMENT FINANCES IN 1959. Governments Division, Bureau of the Census, United States Department of Commerce, Washington 25, D. C., April 3, 1960. 22 pp. 25 cents.

TAX EXEMPTION AND MUNICIPAL FINANCE. *Municipal Finance*, Municipal Finance Officers Association of the United States and Canada, 1313 East 60th Street, Chicago 37, February 1960. 36 pp. 50 cents.

TAXATION IN THE EUROPEAN COMMON MARKET. By R. Palmer Baker, Jr. *Tax Policy*, Tax Institute, 457 Nassau Street, Princeton, New Jersey, January-February 1960. 20 pp. 50 cents.

Traffic

STANDARD TRAFFIC ORDINANCE FOR KANSAS CITIES. League of Kansas Municipalities, 112 West Seventh Street, Topeka, 1960. 68 pp. \$2.00.

Transient Selling

LICENSING AND REGULATION OF TRANSIENT SELLING IN ARIZONA. League of Arizona Cities and Towns, 2727 North Central Avenue, Phoenix, December 1959. 40 pp. \$3.00.

Trees

MUNICIPAL STREET TREES. A Manual for Public Officials and Municipal Foresters. League of Wisconsin Municipalities, 30 East Johnson Street, Madison 3, February 1960. 63 pp. \$3.00.

Urban Renewal

PUBLICATIONS RELATING TO URBAN RENEWAL 1958. With Some Additional Entries for Previous Years and a Special Section on Washington, D. C., and Vicinity. The Public Library of the District of Columbia, Washington, D. C., August 1959. 40 pp.

Water Resources

TOO MUCH OR TOO LITTLE. The Critical Water Problem of the Delaware River Basin. Water Resources Association of the Delaware River Basin, 948 Suburban Station Building, Philadelphia 3, March 1960. 27 pp. Illus.

SCOPE OF DEFENSE (Continued from page 247)

Plan. With respect to civil defense, its recommendations coincide fully with those of the Metropolitan St. Louis Survey and of its professional witnesses of August 26.³ All civil defense powers and responsibilities were assigned to the new district government.

On November 3, 1959, the District Plan was submitted in a special election to the voters of St. Louis City and County. A separate majority was required in each jurisdiction. The election resulted in a smashing defeat for the plan. The ratios were three to one against in St. Louis County and two to one against in St. Louis City. The voter turnout was surprisingly high in the county and unexpectedly low in the city.⁴

So far as civil defense is concerned, it now appears definite that for some few years to come the situation must remain as described above. This arrangement though it leaves much to be desired is not, of course, totally lacking in effectiveness. The voters have clearly indicated that so far as traffic, transit, planning, economic development, police services, sewers and civil defense are concerned they prefer the status quo to the changes proposed in the District Plan. And when the voters speak as clearly as they did on November 3 there can be no other alternative to acceptance of this popular verdict.

³ Proposed Plan of the St. Louis City-County District, St. Louis, April 30, 1959, pages 42-43.

⁴ See the REVIEW, February 1960, page 91.

Advises on Constitution Problems

John E. Bebout, League assistant director and staff director of the New York State Commission on the Revision and Simplification of the Constitution, addressed groups in Iowa and Michigan during April on problems of state constitutional revision.

Bebout was the major speaker on April 20 at a state-wide conference in Des Moines to discuss the question of calling a constitutional convention. Iowa voters will decide the question in the November 1960 election. The conference was sponsored



John E. Bebout

jointly by the Iowa Citizens Committee for a Constitutional Convention and the Iowa League of Women Voters. While in Des Moines Bebout also addressed a Drake University convocation.

On April 22 and 23 Bebout met with the board of directors and the constitutional convention committee of Citizens for Michigan in Ann Arbor. The executive committee of Citizens for Michigan has put "overriding priority" on the constitutional revision question, which will be on the November ballot.

Bebout also discussed problems of constitutional revision with California citizens while he was in Los Angeles to participate on April 14 in the state reorganization panel of the national conference of the American Society for Public Administration.

Miami Group Talks Of '61 Conference

A group of civic leaders met in April with Alfred Willoughby, League executive director, at the McAllister Hotel in Miami to discuss the possibility of holding the 1961 National Conference on Government in Dade County.

Attending were: Mrs. William Hallstead, president, Miami League of Women Voters; Mrs. Marlo Schramm, president, Metropolitan League of Women Voters; Mrs. John A. Baker, former LWV president, and Mr. Baker; William Kruglak, Miami Chamber of Commerce; Simon E. Rubin, president, Miami Beach Taxpayers Association; County Manager O. W. Campbell; City Manager Melvin L. Reese; Thomas J. Wood, chairman of the department of government, University of Miami; Will Crockett, executive

director, Miami Beach Taxpayers Association; and Ira Willard, president, City National Bank of Coral Gables, former Miami city manager.

G.R.A. Names Westmeyer

Troy R. Westmeyer, former League senior associate, has been chosen as secretary and treasurer of the Governmental Research Association. Mr. Westmeyer is assistant to the dean of the Graduate School of Public Administration and Social Service, New York University.

Langlie on Citizenship Board

League Council member Arthur B. Langlie, who is president of the McCall Corporation, has been appointed a member of the board of the Citizenship Clearing House, an organization to encourage students to participate in politics.

Visitors from Across The Pacific

The League continues to have an opportunity to describe the role of citizen organizations in American local government to visitors from abroad. In recent weeks numerous guests from across the Pacific conferred with members of the League staff.

Miss R. E. Adkins, lecturer in government, School of Humanities and Social Science, University of New South Wales, Australia, visited headquarters in connection with research in comparative local government which is taking her to many cities in North America and Europe.



Eiichi Isomura

tion program administered by the University of Indiana. Mr. Hoot of the institute staff visited the League in March and Mrs. Sri M. Surjo, assistant director of the institute, and Mr. Suwarno Hadjatmodjo, of the Department of Interior, in late April.

Dr. Eiichi Isomura, professor of sociology, Tokyo Metropolitan University in Japan, conferred with the staff in connection with his research program at the Tokyo Institute for Municipal Research.

The League has cooperated with the Institute for International Education and the Government Affairs Institute in

Three officials of the National Institute of Administration attached to the office of the prime minister of the Republic of Indonesia were in New York as a part of the International Cooperation Administra-



William N. Cassella, Jr., conferring with Miss R. E. Adkins of University of New South Wales.

planning itineraries for foreign local government officials who will be touring the United States later in the year.

Jersey City Hears Of Better Ways

Richard S. Childs, chairman of the League's Executive Committee, recently was one of three speakers at an educational charter forum sponsored by St. Peter's and Jersey City State Colleges in Jersey City.

The forum was attended by more than 300 persons, including the five members of the charter study commission chosen to consider the proposal of a new charter for the city which was bossed for many years by the late Frank Hague.

Other speakers were Charles F. Preusse, former city administrator of New York, and Robert H. Connery, visiting professor of public administration at Columbia University.

Addressees Easton C. of C.

Regional Vice President H. Bruce Palmer, president, Mutual Benefit Life Insurance Company, addressed the Easton (Pennsylvania) Area Chamber of Commerce.

A Guide for Charter Commissions

Revised Edition

Prepared by a National Municipal League committee of authorities, this pamphlet meets a long felt need for a pattern of action to increase the effectiveness of charter drafters.

A Guide for Charter Commissions outlines the problem clearly, sets forth the basic needs and specific steps which should be taken, warns against common mistakes and pitfalls and lists helpful materials and sources.

It is used by virtually all charter commissions. It is an essential companion to the *Model City Charter*.

Typical comment from a city of 200,000:
"Your document is most helpful to a bewildered charter commission member."

1960, 48 pages, \$1.00

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Latest Word On the Council-Manager Plan!

It's a pleasure to announce that two of our most popular works on the council-manager form of local government are now available in new, revised editions.

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Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

Campaign Pamphlets

Story of the Council-Manager Plan, 32 pages (1959)	\$.25
Charts: Council-Manager Form, Commission Form, Mayor-Council Form (14½ x 22"), 50 cents each, set of three	1.00
Forms of Municipal Government—How Have They Worked? 20 pages (1958) .....	.25
Facts About the Council-Manager Plan, 8 pages (1959) .....	.05
City Employees and the Manager Plan, 4 pages (1959) .....	.05
Comments of Labor Union Leaders in Council-Manager Cities (mimeographed), 6 pages (1959) .....	.10
P. R. [Proportional Representation], 12 pages (1955) .....	.05
The Citizen Association—How to Organize and Run It, 64 pages (1958)	1.00
The Citizen Association—How to Win Civic Campaigns, 64 pages (1958)	1.00
(The two pamphlets above may be purchased together for \$1.50)	

Model Laws

Model Accrual Budget Law, 40 pages (1946) .....	.75
Model Cash Basis Budget Law, 42 pages (1948) .....	.75
Model City Charter, 172 pages (1941)	1.50
Model County and Municipal Bond Law, 54 pages (1953)	1.00
Model County Charter, 109 pages (1956)	1.50
Model Direct Primary Election System, 46 pages (1951)	1.00
Model Investment of State Funds Law, 38 pages (1954)	1.00
Model Municipal Revenue Bond Law, 31 pages (1958)	1.00
Model Real Property Tax Collection Law, 60 pages (1954)	1.00
Model State and Regional Planning Law, 73 pages (1955)	1.00
Model State Civil Service Law, 32 pages (1953) .....	.75
Model State Constitution, 63 pages (1948)	1.00
Model State Medico-legal Investigative System, 40 pages (1954) .....	.50
Model Voter Registration System, 56 pages (1957)	1.00

Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946) .....	.55
Best Practice Under the Manager Plan, 8 pages (1957) .....	.15
Civic Victories, by Richard S. Childs, 367 pages (1952)	3.50
Coroners—A Symposium of Legal Bases and Actual Practices, 102 pages mimeographed (1959)	2.00
Digest of County Manager Charters and Laws, 82 pages (1958)	2.00
Compilation of the 48 Direct Primary Systems, 55 pages (1958)	2.00
Guide for Charter Commissions, 48 pages (1960)	1.00
Guide to Community Action, by Mark S. Matthews, 447 pages (1954)....	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 40 pages (1959) .....	.50
New Era, New Thinking—Transition to Metropolitan Living, by Luther Gulick (Reprinted from NATIONAL CIVIC REVIEW) 8 pages (1959)....	.15
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1955) .....	.50
Proportional Representation—Illustrative Election, 8 pages (1951) .....	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940)25

Discount on Quantity Orders — Write for Complete List and Description.

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